JUNE MIDMONTHLY

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JOURNAL OF SOCIAL WORK

FILE

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OUR DEMOCRACY

Robert F. Keegan

CIVIL SERVICE

Edith Abbott — Mayor La Guardia

THE RELIEF ISSUE

Aubrey Williams — Joanna C. Colcord

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SO THEY SAY

The period of social pioneering is only at its beginning. —*President Roosevelt.*

Houses can be just as barren as boxcars.—*Thomas Minehan, Minnesota State Department of Education.*

One nation may make a war; it may take fifty to secure a peace.—*Stanley Baldwin, Prime Minister of England.*

The glory of conquest is departing. Its gains are Dead Sea fruit, its legacy bitter memories only.—*Lord Allenby.*

It is our peace, Roman peace, which is expressed in this simple, irrevocable, definite phrase: Ethiopia is Italian.—*Mussolini.*

The trouble with many of our modern-day statesmen is that they have confused statesmanship with voice throwing. —*H. I. Phillips in Saturday Evening Post.*

We want people to respect the flag, and if they will not respect it voluntarily, then make them respect it involuntarily.—*Senator Joe R. Henley, New York Legislature.*

The social security act won't apply to a plant that has less than eight employes. We don't think much of the security of that eighth fellow.—*American Lumberman.*

The alien concepts of fascism and communism signify about as much in our political scheme as bouillebaisse and borscht in our dietary scheme.—*Alvin Johnson, New School for Social Research.*

There is nothing that people will not believe nowadays, if only it is presented to them as science, and nothing they will not disbelieve if it is presented to them as religion.—*George Bernard Shaw.*

When there is a repression of laughter and witticism about political personages, such as now exists in Europe, the loss of other liberties is on the way.—*George E. Vincent, Greenwich, Conn., to Chicago Rotary Club.*

I have always admired men or nations who have great missions in life but I begin to be suspicious of them when they admit it.—*Attributed to "An Unknown" by the Newsletter, Chicago Council of Social Agencies.*

It is not sensible to regard as one's only job the replacement of slums with good buildings, while one allows the causative factors to continue merrily at work creating new slums.—*Walter H. Blucher, director, American Society of Planning Officials.*

The basic structure of a sound relief policy should be a program of general and nation-wide public assistance to all citizens who are unable to maintain themselves through their own efforts.—*Joanna C. Colcord, Russell Sage Foundation, New York.*

I like to think of America not as car loadings or bank clearings but as a land and a people on it, and to measure their well-being not by the last quoted price of U. S. Steel but by the dignity and satisfaction of their lives.—*Jonathan Daniels in the Raleigh, N. C., News and Observer.*

There is no compelling reason why the American people should not have at their command a civil service which will combine the politician's understanding of the public, the executive's knowledge of administration and the student's grasp of underlying theory.—*Harold W. Dodds, president, Princeton University.*

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Photograph by Fred Hess & Son, Atlantic City

HANDS ACROSS THE YEARS

The 1936 president, Msgr. Robert F. Keegan, extends a warm greeting to the 1897 president, Alexander Johnson—"Uncle Alec" to all members of the National Conference of Social Work.

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THE SURVEY

JUNE 1936

VOL. LXXII NO. 6

Social Work in the Public Scene

Members of the National Conference, Realistic and Critical, Examine the Future Scope and Climate of Their Field of Action

By GERTRUDE SPRINGER and RUTH A. LERRIGO

ONE great American institution captured another when the National Conference of Social Work, for a long sunny spring week, took possession of the Atlantic City boardwalk. It was a dramatic, almost symbolic, setting for the great congress of social workers, 6670 strong, gathered from May 24 to 30 in their sixty-third annual meeting. On the one side stretched the sea—changing, eternal; on the other, behind a rim of glamorous hotels and shops, lay an epitome of the most urgent problem within the purview of the conference. For New Jersey, only the week before, had reverted to "poor master" relief, and the same newspapers that reported the deliberations of the Conference reported that the Atlantic City overseer of the poor had "gone back to the old system"; that 3408 persons had been summarily dropped from the relief rolls and that to those who were left "the city could not afford to give much more than food." Thus, the problem of human insecurity in drastic form was, like the eternal sea, under the very eyes of the Conference as it trod the boardwalk back and forth between meetings.

This was not the first time the National Conference had met in Atlantic City. Old timers recalled its sessions there seventeen years ago under the dynamic presidency of Julia Lathrop, and the issues that occupied it. Civil service was an issue in 1919 as in 1936, with Miss Lathrop urging social workers to "a vigorous forward movement . . . to strengthen the merit system throughout the country." In 1919 the post-War influence was strong in the Conference, with the Red Cross in the limelight as the FERA was in Kansas City in 1934 and the Social Security Board in 1936. It seemed then that the Home Service of the Red Cross, established to aid soldiers' families, would be perpetuated and that through it social work would go into every hamlet and hollow of the country.

The 1936 Conference was young, if appearance means youth, and sober, if a critical and appraising attitude means sobriety. It was emotional only when its right to criticize was impugned. It listened politely to what it privately dubbed "bedtime stories," but refused to be carried off its feet by high hopes, fair promises or dramatic personalities. It heard itself told that it was losing sight of the forest in the trees and it replied, firmly, that if there were no trees there would be no forest. If it had any heroines they were Edith and Grace Abbott—"The Abbotts of Nebraska"—whose direct and forthright expressions of conviction coupled with keen comments on the current scene drew quick response from people confused by indirection and uncertainty. "My big mistake," said a chairman whose meeting drew but a scanty crowd, "was in not getting an Abbott on the program." Either one of them "packed the house" whenever she spoke and invariably received what everyone but the Abbott concerned recognized as an ovation.

TO a long-time observer of national conferences this one of 1936 seemed more realistic than any during the preceding depression years. The Philadelphia conference in 1931 was in a state of shock and discouragement. Minneapolis, in 1932, saw a reaction; it became respectable to mention federal relief. Came Detroit in 1933 and the rainbow of FERA, followed by Kansas City in 1934, with its strong insurgent movement among the younger relief workers. Montreal, in 1935, was wary of emotion and turned to stock-taking and techniques. Then Atlantic City—cool and critical, firm in its principles but mindful of the public scene in which they must be rooted, the political climate in which they must stand or fall. An awareness of the power of public opinion was shot through the Conference from first to last, not as something to be "educated" at some time or other, but as an immediate and

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powerful force shaping today's emerging social patterns.

By the time the Conference opened, on the night of May 24, the boardwalk was alive with social workers, enjoying the Atlantic Ocean or, as the girl from Florida said, "a po'tion" of it; every hotel that had signed the agreement against racial discrimination was full to its uttermost peak and registration at Conference headquarters had reached a figure which indicated that the record of attendance, hitherto held by Boston, would surely fall.

The opening session at the Auditorium ballroom, all its 5000 seats filled, had a dignity that such sessions have sometimes lacked. Onto the graciously set stage came the officers, committee members and staff of the Conference, and after them, filling the first row of chairs, eleven past presidents, led by Katharine F. Lenroot '35, who was followed by William Hodson '34, Frank J. Bruno '33, Sherman Kingsley '28, Robert W. Kelso '22, Allen T. Burns '21, Owen Lovejoy '20, Homer Folks '11 and '23, Jeffrey R. Brackett '04, John M. Glenn '01, and finally the oldest living past-president, the beloved and gallant Alexander Johnson, '97. The appearance of "Uncle Alec," whom illness kept from Montreal last year, was a surprise to everyone except the few who knew of the solicitous arrangements for his comfort made personally by Monsignor Robert F. Keegan, president of the Conference. The spontaneous, prolonged applause that greeted him was evidence of the place he holds in the heart even of a "young" conference, and of the living appreciation by social workers of his long and devoted service to their cause and calling.

THERE were no welcoming addresses by local dignitaries. After a prayer by the Rt. Rev. Benjamin M. Washburn, bishop of the Episcopal Diocese of Newark, N. J., Monsignor Keegan delivered his presidential address, Democracy at the Cross-roads. The general estimate of the presidential address, an institution of which conferences are traditionally critical, grew steadily higher as the week advanced. At the first "listening" it seemed somewhat general, a little aloof from the immediate preoccupations of social workers. But as these preoccupations came clear in the program and in the informal give and take of conference week, it was realized that Monsignor Keegan had not been unaware of them but had, in his address, given them perspective and related them one by one to a broad social and political philosophy. He reached deep into "the multiform relationships of mankind," economic, industrial, political and social, and analyzed them in the light of an abiding faith in the institution of democracy: "Governmental programs protecting large social groups are imperative. They shall not restrict our inherited personal liberty, but they shall surround it with a self-respecting security."

The second general evening meeting, which brought to the same platform Edith Abbott, president-elect of the Conference, and Mayor La Guardia of New York, again filled the great ballroom, with an estimated thousand unable to get in. This, it was generally agreed, was the most dramatic of the general sessions. Both speakers, sharing the topic Public Welfare and Politics, were in good form, vigorous and provocative, holding the attention of the audience from first to last. Miss Abbott reminded that "social workers today are only following the time-honored traditions of our early leaders in trying to keep these (welfare) services perhaps not 'above the battle,' but above the betrayals that too often follow the battle." She reviewed the effect of the spoils system on the development of public welfare institutions, and, coming up to date, its threat to the new welfare services. "Politicians are everywhere in the Social Security picture, in one state after another, and our great task for the future must be to prevent these new services from the kind of political manipulation to which the old poor relief system was subject."

Although under no illusions about the difficulties of the civil service system, it is there, said Miss Abbott, that "we must look for salvation."

Mayor La Guardia commenting on Miss Abbott's "We want a pledge from the politicians," said "What a glutton she must be for disappointment!" The Mayor, "after thirty-two years with these birds," had small faith in political promises or of the successful functioning of sound legislation under corrupt administration. But he went back of the politicians:

> If the spoils system prevails in a state it is because the people of that state tolerate it. You can keep politics out of relief only if the people want it kept out. That is what we must accept in a democracy. The thing to do is to make the best kind of a government that a democracy will permit.

At the third evening meeting, May 26, the Conference, pretty well sunburned by this time, and with sand in its shoes, received a message from President Roosevelt, brought to it by Stanley Reed, solicitor general of the Department of Justice. The President expressed his "deep interest in the high purpose for which you are convened" and added:

> Let us remember that humanity is not society; humanity is just plain folks. In matters of social welfare we should keep sight of the fact that we are not dealing with "units," "individuals" or with "economic men." We are dealing with persons. Human personality is something sacred. It enjoys the light of reason and liberty. It grows by rising above material things and wedding itself to spiritual ideals. Our social order is worthy of human beings only in so far as it recognizes the inherent value of human personality. Our cities, our states and our nation exist not for themselves but for men and women. We cannot be satisfied with any form of society in which human personality is submerged.

The chief address at this session was by Parker T. Moon, professor of international relations at Columbia University, on the subject International Peace and the Common Good. Professor Moon reminded his audience that while they were planning social work European generals were planning campaigns for the next great war, a war which would nullify the best laid plans for social improvement. He rested his hopes of peace, not in the "flimsy defenses" of neutrality policies, but in the League of Nations, strengthened by the cooperation of the United States in applying economic sanctions.

Pretty well worn down by five days of meetings, a surprisingly large number of delegates gathered for the last evening session, May 29, to hear Harold W. Dodds, president of Princeton University, discuss Government and the Common Welfare. President Dodds sees this as a nation that has grown up with the belief that progress is inevitable and that natural law dictates progress. Out of this belief we have developed, not the expert in government but the expert in practical politics. We have not yet worked out the problem of expert administration under

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popular control; "I'll admit that the college professors have failed and that business men have flopped just as badly." Government not only needs a better-trained personnel, but educated youth needs an arena for its ideals. In a meeting of the two needs, in a real career service, President Dodds sees our future salvation.

At the closing session, a luncheon that crowded a big hotel ballroom and spilled over into two or three other rooms, the Conference heard Solomon Lowenstein, of the New York Jewish Federation, speak on National Security —What Price? At the same time Mr. Lowenstein was greeted enthusiastically as the nominee for president of the Conference when it meets in Seattle in 1938. The price of national security, Mr. Lowenstein said, is setting the national house in order, for American democracy cannot long endure if "the agony and misery of the last six years are to be regarded as regular recurring results of the business cycle." The Social Security Act is a beginning in the right direction but it is full of defects "which are neither minor nor incidental," which stem for the most part from the matter of states rights and the problem of finance. They should not be ignored but examined and freely criticized. "We must find ways within our constitutional framework to do the things this law was meant to do."

Ranked as a general session was an open meeting of the Committee on the International Conference with Mary van Kleeck, Katharine F. Lenroot and Frank J. Bruno speaking in person and Henry Wickham Steed speaking by radio from London, the last a new feature of conference programs. "Who knows," said a foot-weary delegate, "perhaps in another few years we can 'take' the whole National Conference with our shoes off."

In spite of the size of the Conference and the bewildering bulk of the program—269 different sessions and 581 speeches formally listed—certain persistent strands of interest were apparent throughout the week in crowded meetings, in spirited discussions and in boardwalk and hotel lounge confabs. Probably few delegates would agree to a list of these strands of interest, but to these two observers the most persistent seemed to be: the disagreement between practicing social workers and social work administrators in Washington over the federal relief policy; the administration of the social security services and, closely related to it, the matter of personnel standards in the public services; interpretation of social work; the practice of psychiatric social work; and the whole question of the relation of youth, delinquency and crime.

THE rift between the "Washington crowd" and their unofficial social work colleagues first showed itself last February at the delegates' conference of the American Association of Social Workers. It appeared in the National Conference, not in the least narrowed, at a meeting of the American Public Welfare Association, where Edith Abbott, life-long foe of the old poor-law system, appeared on the same platform with Josephine C. Brown, assistant administrator of WPA.

"We have had an overdose of categorical relief," said Miss Abbott, "a $4 billion dose reaching only one section of one class. . . . We believe in work *and* relief—not *or* —without the ancient humiliations of the pauper laws, under which we spend our time and money not in taking

Monsignor Robert F. Keegan

President, National Conference of Social Work; Director, Catholic Charities of the Archdiocese of New York

THE rise and growing strength of different groups in this country has converted the field of public policy into a vast arena for conflicting interests. Each group is anxious to use the federal power for its own purposes, frequently in conflict with purposes of other groups. Government is whipsawed between clashing group interests. It is clearly faced with the alternative of making see-saw concessions to placate first one group and then another, or of rising above the interests of all groups with an eye single to the common good.

It is not easy for a democratic government to rise beyond the control of powerful groups. There is real danger that in so doing it may move definitely in the direction of dictatorship in one form or another. Fortunately, in the case of the United States the point of departure from democracy would be clearly and boldly indicated by transgressions against the Constitution as interpreted by the Supreme Court. We need not let phantom fears close our minds to necessary changes in public policy. But we must be alert that such changes conform to the basic pattern of our democracy. . . .

No one who takes a practical view of current trends can fail to perceive that we are destined to witness a far greater measure of intervention by public authority in the multiform relationships of mankind than was known to earlier generations. Come what may in the fashions and trends of politics, we seem certain to have a prolonged experience with social control in a measure not contemplated even as recently as a decade ago. If this be so, those who follow the profession of social work must take account of it. . . .

There are those who assert that the only function of social workers is to deal with the handicaps and inadequacies of the individual. I do not agree. Beyond the shadow of a doubt, our first task is to administer to the immediate needs of an individual, and yet, leadership and guidance in human welfare make it imperative that we rise above palliative measures and search out the sources from which so much of our work flows. Our objective cannot be ameliorative only. We must take our collective experience, our cumulative knowledge and unite with other public spirited elements in the community, and strive for a constructive course. . . .

Social workers believe that social insurance must be implemented by a flexible public works program and a program for public assistance.

We believe that it is the duty of government to see that the necessities of life are provided for those who lack them through no fault of their own.

We believe the human value of self-reliance can be preserved by carefully selected, useful work opportunities. Where work is not available under private auspices, it should be provided by government to the full extent of its ability to finance and administer it effectively.

We believe the administration of work programs and of relief can in the main be carried out most effectively under local and state direction.

We believe wherever the financing of adequate assistance is beyond the capacity of the states and localities, the federal government should participate.

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Aubrey Williams

Deputy Administrator, Works Program Administration

I HAVE pondered long and seriously the reasons that bring many of you to urge a resumption of federal relief. You say that the states and localities will not, and in many instances cannot, provide adequate assistance for those who are unable to work, let alone the employable persons for whom we have no job. It is said that only federal relief grants can meet the entire need. We know that it is difficult for some of you to comprehend the stand which we have taken against federal relief when there are those daily evidences of suffering. . . .

The issue is simply this: How much money are the American people willing to spend in order that none of their number shall be involuntarily idle or none without the minimum security in the event that they cannot work? This is the fundamental issue in American public life today, I believe, and it is exactly at this point that the disparity between your ideal and present realities takes on the proportions that we know exist.

It makes little difference how thoroughly you may be convinced that the present number of jobs should be doubled or trebled and that every worker should work full time for an adequate wage, if the majority of the American people are unwilling to see that sufficient funds are appropriated to make this possible. I realize that it is difficult at any one time to know exactly what our population wants . . . but I am unable to arrive at any conclusion other than that the vast controlling majority of our population are either actively opposed or passively indifferent to appropriating the necessary increase in funds to bring about the state of affairs that you are advocating. . . .

In this session of Congress the issue has not been whether Congress would appropriate funds so that relief could be *added* to the present work and security measures but whether direct relief could not replace them and permit a *reduced* expenditure. With the exception of Congressman Marcantonio (speaking in defense of his own bill) I cannot recall one member of Congress who has suggested a relief program *plus* additional funds. In fact those members of the social work profession who have come out publicly in favor of a relief program find themselves cited as authority again and again by those who favor a lower appropriation, return of relief to the states and abandonment of an employment program. The AASW has become a power in the conservative camp; it has lent respectability to those who would reduce relief expenditures. . . .

You who insist upon federal relief find yourselves in the company not only of our political opposition, but also and more serious, in the company of all who favor the form of assistance that can be stretched to the thinnest possible point, to that fine point of adjustment which costs the least to their pocketbooks and still does not endanger their loss by revolt.

care of people but in quarreling over which community shall be responsible for simple cases of human need."

The crowd, obviously of Miss Abbott's mind, and waiting to hear Miss Brown, listened politely while Neville Miller, mayor of Louisville, Ky., detailed the reasons why the U.S. Conference of Mayors is well satisfied with WPA.

Miss Brown, in her paper, discussed the philosophy of the WPA program as a relief measure, admitted certain gaps and inadequacies but bespoke cooperation in attaining its major objectives rather than preoccupation with weakness of details. Many social workers have not accepted, in relation to their former relief clients, the principle of WPA. "The hardest thing they have had to do is to let go of people."

Questions and comment popped up all over the floor as Miss Brown finished, many of them so edged that only the skill of the chairman, William Hodson of New York, and the dignity and poise of Miss Brown kept them on the level of discussion and not of heckling.

THE issue between social workers and Washington was clearly drawn three days later when Joanna C. Colcord of New York, speaking on Relief, Style 1936, made a close analysis of anomalous federal policies, though agreeing that great gains had been made in the acceptance of relief standards throughout the country, and stated succinctly what the profession of social work sees as a necessary program of relief. [See page 167.]

That same afternoon, and again later in the week, Aubrey Williams, deputy administrator of WPA, took up the gage with a spirited defense of the WPA, its democratic philosophy, its acceptability to the American tradition and temper, its effectiveness in raising benefits above the level of home relief, and reminded his audience that it is the control of public opinion, exercised through Congress in the appropriation of funds, that determines the size and adequacy of the relief program. And public opinion, he warned, was showing a disquieting tendency to be willing to substitute cheap direct relief for the going work program. The insistence of the organized professional group, the AASW, for a program of direct relief and work, has, he charged, "lent respectability to those who would reduce relief expenditures."

The tensions engendered by Mr. Williams' charges against the AASW were not lessened by later discussions in and out of meetings, by pointed references to "dramatic talents used to defend an inadequate program" and by such comment as: "Uncritical adherence to a program . . . and unwarranted attacks on any opposition to it may be good fascism but it is not professional conduct."

There were of course differences of opinion. There were some who felt that Mr. Williams' vision was clear and realistic and who shared his feeling that criticism, at this time, of the scope and performance of WPA was destructive to public acceptance of its principles and objectives. There were others who said that Mr. Williams "saw with only one eye," an eye turned on Congress and not on the people whom WPA had left behind, and who were frankly resentful at being put on the spot as opposing the federal program because they favored a wider scope for it. There was general regret that a breach—not free of personal emotion, it seemed—had divided social work leaders at a time when objectivity and professional give and take are essential to the common cause.

The discussion of the Social Security Act ran in and out of every nook and corner of the Conference. It ranged through criticism of the scope of the Act to details of the strengths and limitations of services that may be set up under it, the qualifications of personnel to administer them,

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their interpretation to the public, and their relationship to private social agencies in the same field.

Sharp criticism of the Act came from Frederick Dewhurst and Joseph P. Harris of the Social Science Research Council. Speaking of objectives and social effects of the public assistance and old age sections, Mr. Dewhurst said:

> The Social Security Act in its present form does not clothe federal agencies with enough power to make certain the actual attainment of its objectives. . . . No minimum standards as to coverage or adequacy are laid down as conditions to receipt of federal aid. The provisions of the act bring no pressure on the states to increase or even to maintain their present appropriations for these purposes. . . .
>
> The extent to which grants-in-aid to states will achieve or fall short of their objectives will remain largely a question of state fiscal programs and taxation. Most states willingly acknowledge the objectives; the problem is to find the money. The social effects of the program will be largely affected by the types of taxation resorted to. In fact, one of the results of the act will be to increase the consciousness of the need to study and develop a tax structure which will bear these social costs without undue and misplaced strain. . . .

Speaking on the subject, Unemployment Compensation and Its Unsolved Economic and Social Problems, Mr. Harris submitted that "at the present stage there are no problems of unemployment compensation in this country which have been solved."

Discussing the policy of the Social Security Board in respect to federal and state relationships, Frank Bane, its director, said that every effort is being made "to fit procedures into our usual way of doing things," but that "nothing can happen unless the states make them happen, unless the states act in behalf of their own people." The major concern of the Board at this time, he said, is to keep the new services from becoming poor relief under another name. "If we had a merit system in the states, a large part of the problems that confront us, tendencies that we think we see, would not bother us so much."

CONSIDERATION of the relation of private agencies to new public services brought a plea from Mary Irene Atkinson, of the Child Welfare Division of the U.S. Children's Bureau, speaking to the Child Welfare League of America, that "we stop belaboring that subject," take for granted that the children of the country need all the service they can get, and "go ahead with it." As in the early days of relief, trained workers must be recruited, "whether by buying, begging or stealing," for the new services for children. And, she added:

> If you and your boards are feeling hysterical about the possibility that there won't be any more private child welfare services, let me tell you that if you want to see a really good case of hysterics just intimate at Washington that the private services might vanish from the picture.

In pointing up a discussion of personnel as "the most important single problem in the public welfare field," Fred K. Hoehler announced that the American Public Welfare Association, of which he is director, would presently form a national steering committee to direct public attention to the need of merit appointments in the administration of public welfare, and to try to "recapture the waning prestige of social workers among elected officials." By means of a foundation grant the committee will organize, in cooperation with the states, a program of staff training institutes under the direction of Blanche L. La Du, recently of the Minnesota State Board of Control. Reminded by Leonard D. White of the U.S. Civil Service Commission that, "Standards set by a professionally conscious group do not fit the political structure in certain parts of the country," Mr. Hoehler assured that an objective of the proposed institutes was to develop community acceptance of personnel standards and that the training offered would be indigenous, growing out of local needs.

Perhaps this is as good a place as any to tuck in the item that the APWA, one of the liveliest of the kindred groups associated with the National Conference, has decided to hold its annual meeting henceforth at a different time and

Joanna C. Colcord

Director, Charity Organization Department, Russell Sage Foundation

THE delegates' Conference of the American Association of Social Workers has made it perfectly clear that the profession wants the federal government behind a work program. What it does not want is a work program which is so set up that it can become the football of politics; which forces the unemployed through relief channels in order to obtain public employment; which fails to pay going wage rates; which decries and disparages direct relief, or which monopolizes the interest and the funds of the federal government and excludes it from any participation in the general relief program.

A direct relief program is necessary as an underpinning to work relief and categorical home relief alike. . . .

Not yet completely provided with funds, and threatened with questions of its constitutionality, the Social Security Act is, nevertheless, by far the more important and potentially powerful of the two branches which the tree of relief has put out for the relief of distress. Unless the Social Security Board is enabled to function within the coming year, the WPA will be a rootless and fruitless effort, doomed to speedy withering.

A basic underpinning is necessary to real social security which neither the WPA nor the Social Security Board provides. They both extend what I have called our "categorical complex"—the belief that separate legislation to provide public assistance for different classes of those in need can be extended to form a satisfactory coverage for all.

We ought, I think, to be satisfied with nothing less than a system of public welfare that is good enough for any classes in our population needing public assistance. And I do not believe we shall have it without stimulation and positive support from a federal government convinced of its primary importance to national security.

The work and the social security programs form no more than a good step in the direction of complete coverage of need in the United States. The program is a patchwork of relief plus insurance measures, covering very large and important patches, it is true, but leaving many areas untouched. Planned public works and social insurance, both divorced from relief machinery, will mark a significant advance, but the most important part of a security program is the substructure upon which those services must rest—a non-categorical and well-integrated federal, state and local administration for public welfare.

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Edith Abbott—"There is only one way out, and that is the establishment of a merit system through the adoption of proper civil service laws. It is there that we must find our salvation and the only hope of protecting our public social services. . . . As social workers we should instruct our professional organization, the American Association of Social Workers, to go before the platform committee of every political party and ask support for certain planks about which we are all agreed. A civil service plank must go before every state convention."

Mayor La Guardia—"Miss Abbott, a civil service plank has been written in the platforms of both major parties for the last twenty years, and it doesn't mean a thing. No, I think you will have to do something a great deal more aggressive than to go to the conventions and exact a plank.

"Now, I am in favor of civil service, but I will say this: that civil service under a corrupt administration is just terrible. . . . Civil service is as good as the administration and no better."

place from the larger body. The reason for this action is that under the past arrangement only the "converted" among welfare officials come to the meetings; the "unconverted," whom the Association particularly desires to reach, not being attracted by the "sound" of social work.

The whole matter of personnel in public welfare services, its qualifications, its training, its acceptance by the community, was a steady stream through the entire conference. Sophonisba P. Breckinridge, of the Chicago University School of Social Service Administration, gave assurance that the Association of Schools of Social Work accepts the challenge of the new security legislation for qualified workers, and is prepared to meet it by a modification of curriculum, by the development of new types of courses, or by extra-mural instruction, should that prove necessary.

There was a lively balancing at the corners at a dinner meeting of the Association of Schools of Social Work. The speaker was Ewan Clague of the Philadelphia School, now of the federal Social Security Board; with Grace Abbott, formerly chief of the Children's Bureau and now of the Chicago School, leading the discussion. When the schools were consulted, in the case of a candidate for a job, the faculty-member-turned-administrator wanted them to come through with personality minuses as well as pluses; while the administrator-turned-faculty-member wanted to be asked who, out of all the graduates, might be recommended for the particular job—rather than merely about the dimensions of a particular person. In his talk Mr. Clague pointed out that administration is bound to be a more important aspect of the training program than heretofore, because of the various fields and functions embedded in the social security program. On the other hand, he put salt on the notion that administration is a separate art; the administrator must be grounded in the field he deals with. Mr. Clague would like to see executives, statisticians, auditors and others fortified by a year of case work training.

A good word for the young, technically trained, social worker was spoken by Pauline Miller of the Division of Case Supervision and Personnel of the Maryland Board of State Aid and Charities:

> We are again and again in the position of deciding between one candidate of long experience and little theoretical background and another of recent theoretical training and less experience. We have on the whole tended to favor training rather than prolonged experience. Public welfare, in its rapid extension, is new, and freshness of outlook is needed in the application of social work concepts to its broad field and to changing community relationships. The public welfare field is able to offer quicker recognition in salary and professional status to well equipped young people, thus developing a group prepared to consider it a career and perhaps less apt to feel frustrated in the selective application of standards of service than a group of more experienced candidates whose thinking has been largely oriented in the private field.

Some pretty hard cold facts, in regard to standards of personnel, went into the record when Marjorie Anne Merrill reviewed the lessons learned in emergency relief administration. Miss Merrill was formerly with the Pennsylvania SERA and is now with the Research Division of the WPA, which has recently completed an analysis of staffs and standards in various state emergency relief administrations. Practically all the states, she said, had "paper" personnel standards but under various pressures few had been able to apply them in practice. The difficulties of enforcing or even of writing down standards, under the going relief situation, had been almost insuperable. In one large community three fourths of the staff would have been blanketed out under any possible minimum requirement; public opinion would not have supported such action even if more qualified people could have been found. Miss Merrill believes that standards must be highly flexible, and that unless they are accepted and understood by the community they are only another form of pressure and never gain roots. The problem of group recognition for those workers who have public acceptance, but not professional status, as social workers, and who are likely to go in large numbers into the new security services, is, Miss Merrill observed, of urgent importance to social work.

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Interpretation, which has been on the rim of conference interest for the past ten years or so, was this year at its center. Social workers have learned of late that "the public" is a more critical and more heterogeneous body than they had hitherto realized, and that without a substantial base of public acceptance their best laid plans and projects, whether public or private, cannot prosper. Thus the Social Work Publicity Council, which has been spreading that doctrine these many years, found itself in the limelight with its large, well organized exhibit, directed by Evart G. Routzahn, drawing throngs of the converted.

IN the program of the Council, and in other programs through the week, was evidence of a fresh effort to understand the public, to see it, not as a mass, but as groups and as individuals. The politician, said Pierce Atwater of St. Paul, is not interested in what social workers say, but is closely observant of what they do. The small wage earner, said George M. Treager of Bridgeport, Conn., is a kind-hearted and extremely practical person whose good opinion, no less than his contribution, is worth having. The man on the street, said Wayland D. Towner of Orange County, N. J., is the man of the hour—"a stout fella, a good scout." He doesn't "get" case work, and right now he is fed up on relief.

Elizabeth McCord of the Social Security Board reminded that social workers have usually seen the people of their communities merely as:

> . . . tools for fulfilling our purpose or obstacles in our path. . . . It is a difficult thing to accept the fact that the lay person's interest in social work is different from ours and that he will take over only a portion of what we think is important and only as that portion coincides with his own ideas and interests. In social work the development of knowledge and skill has excluded people from whole areas in which they formerly felt capable and got satisfaction, areas which deal with the concerns of everyday living.

Hilary Campbell, of the Publicity Council, reporting on thumbnail interviews in New York's Central Park, said that only four out of fifty Sunday morning strollers whom she buttonholed had even a faint idea of case work. Seven knew about relief because they were on it. Her conclusion was that the public is hopelessly muddled over what case work is about, and that for the present at least it cannot be expected to understand its techniques. "Better tell what case work does, rather than how it does it."

Arch Mandel of Dayton disagreed with this conclusion. He felt that case work is on the spot because:

> We have told too many success stories. . . . We have talked a lot about making people self-dependent and now the public asks, "Well, why don't you do it?" . . . We must express, if we can, very simply and very clearly, every bit of the processes as well as the goal of a successful rebuilding of a family or individual. . . . We must claim no more than we can actually do . . . must admit that there are many, many cases beyond our ability to help.

The case of the case workers in interpretation was warmly defended by Grace Marcus of New York, who made a handsome confession of sin—and of unregeneracy—and added:

> It is obvious that we need to ask ourselves why interpretation is so dissociated from the interests that motivate the rest of our activity . . . why it has become an irritating chore, an occasion for lip-service. . . . We cannot help but connect interpretation with special pleading for support and funds. . . . If we occasionally face the facts we realize that the statements made to secure both public appropriations and private funds are confirming in the public the very prejudices which on the one hand consign the clients of case work to the limbo of the weak, abnormal and degraded, and on the other prevent social workers from laying any claim to professional status.

The case worker's attitude toward interpretation and her capacity to interpret effectively have been conditioned, said Miss Marcus, by:

> . . . resistance associated with money raising activities, isolation from the public, confinement within agency precincts, tolerance of the divorce of administration from case work, and lack of resources for clinical exposition. . . . Being "agency bound" we have had only our own questions to answer when we needed questions from without to test our capacity for understanding and making understood what we were doing. . . . The question for us as case workers is whether we believe sufficiently in the fundamental values that case work serves, to struggle patiently to bring them to light in a society threatened with disintegration because it neither knows nor uses them.

On the technical side of interpretation was a paper by Mary Swain Routzahn of New York, packed full of practical suggestions on how to analyze the story social work has to tell, how to pick out the news nuggets on which to hang it, and how to use the publicity resources of the community.

Edith Abbott, discussing the responsibilities of an administrator of public social work, included public relations—"For this, a basket of tricks is not enough"—and cautioned that:

> The administrator who relies on out-smarting the governor or the legislature, or on wise-cracks instead of sincere and straightforward answers to questions, may make the front page temporarily but he will eventually reach the backdoor. . . . The desire to ridicule a critic is one to be resisted although our newspaper friends will encourage indulgence in it. But it is a costly method of self-expression and should be yielded to in private only.

"Volunteers and board members took the Conference seriously but not morosely"

Mrs. Peter L. Harvie, president of the Association of Junior Leagues of America; Katharine King, Volunteer Service Bureau, Philadelphia; Mrs. D. K. Rose, Department of Volunteer Service, St. Louis Community Council

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One of the major phenomena of this conference was the resurgence of general interest in psychiatric work, which began in Montreal last year and rose to new levels this year. The largest and most attentive meetings of the whole week were in this area. "Hang out a label 'Psychiatric Approach,'" said a faintly cynical observer, "and you get a mob. Hang out a label 'Standards of Eligibility for Public Assistance' and you get a handful." There were many and various explanations for the phenomenon. One was that young workers, deeply insecure themselves and confused by confusion around them, were seeking a way to understand themselves and the psychologic framework in which their jobs place them. Another explanation was that since the "higher-ups" in the various relief organizations had indicated that "all this" was important, it behooved an ambitious young worker to find out about it.

However accounted for there could be no question of the extent of interest. Three hundred people, mostly young, unable to get into a hall seating 1400, do not sit under a loud speaker for a long sunny afternoon—with the Atlantic Ocean and the boardwalk just outside—unless their interest is deeply engaged. Nor do they come out at the end saying, "It's too big to take in all at once, but you feel something opening up before you," unless their imagination has been stirred.

It seemed to these observers that the psychiatric workers had left most of their terminology behind them. "Dynamic passivity" was hardly mentioned, though "sensitivity," which "seems primarily to be a matter of freedom to feel with and into the other person," was well out in front.

Those meetings of the Conference section on social case work where the psychiatric approach was emphasized were large and eager, but the sensation in this particular field of interest was the meetings of the American Association of Psychiatric Social Workers, all hinging on the topic, Differential Approach in Treatment. Here Fern Lowry of the New York School of Social Work, Florence Hollis of the Cleveland Institute of Family Service, Marcella S. Farrar of Western Reserve University and Ruth Smalley, visiting teacher of Rochester, N. Y., presented papers which were in effect case records, translated for the most part into the give and take of conversation between worker and client.

EARNEST as they are in their effort to understand the areas in which they function, and eager as they are for scientific clarity in their field, these workers were able to join in the laugh which greeted John Dollard of the Yale Institute of Human Relations when, at the dinner of the Association of Psychiatric Workers, he said, "Two things we know about the science behind case work; one is that when it comes it will be a social science, and the other is that it has not yet come."

The subject of crime was threshed out all through the Conference proper and through the National Probation Association and various other kindred groups. It ranged all the way from crime's obscure roots, in personality and community conditioning, to its punishment and the "social stupidity" of a prison system that does not concentrate its attention on the day of release.

Sheldon Glueck, of the Harvard Law School, summed up much of the thinking on crime prevention when he said:

We know that a complex of factors is usually associated with criminality although we do not know how much weight to assign to each element in the complex. . . . It needs a many-sided attack to reduce the number of recruits to the criminal army though it will be difficult to allocate credit to any one factor if a happy result is achieved. . . . The more of the inflammables, such as poverty, broken and distorted home life, badly occupied leisure time, culture conflict and the like, that can be removed from the environment of childhood and youth, the less possibility is there of criminalistic conflagration.

Coordinating Councils for the prevention of juvenile delinquency, as developed on the West Coast and elsewhere, came in for earnest discussion, so much so indeed that some observers prophesied that a new national agency was in the making. Some people saw these Councils, where all neighborhood forces are brought to bear on local subversive influences, as a new and dynamic attack on a problem the approach to which has been generally scattered and insular. Other people saw it as new wine in old bottles, but useful if it would stir "tired old agencies" into self-examination and action.

The social approach to the prevention of crime and delinquency had a strong advocate in Austin H. MacCormick, Commissioner of Corrections of New York City, who said that, "Twentieth century society views concrete crime with the alarm, hysteria and helplessness with which the cave man first viewed a saber-toothed tiger climbing into his home." Mr. MacCormick believes that the social approach to crime will not get very far until legislators, police, prosecutors and judges have a great deal more understanding than they now possess:

The ignorance of social work and the contempt for it which so many legislators feel should not go unchallenged. I do not believe that social agencies will ever get far except in terms of votes. . . . They will not get anywhere at all unless they are willing to abandon their insularity, integrate their efforts and adopt a broader concept of their functions.

Correctional institutions for juveniles were pretty well raked over the coals, with Dr. Herbert D. Williams of Warwick, N.Y., pointing out the essential weakness of "institutions developed on an artificial basis with few elements identical to those which the child will find when he returns to the community," and Prof. Harrison A. Dobbs of the University of Chicago reminding that "a correctional school that really corrects is a costly and complicated therapy."

Turning to matters of punishment Sanford Bates, director of the U.S. Bureau of Prisons, made spirited answer to critics of probation and parole and ventured that:

There have been no more mistakes made by parole boards than by police, district attorneys and judges. . . . Many a sick man leaves the hospital in such physical condition that he needs a crutch or a cane or a bandage. . . . So it is with persons discharged from prison. As well say that every person leaving a hospital should be able to run a mile, or eat a hearty meal of corned beef and cabbage as to say that a prisoner should be plunged without preparation from the closest kind of confinement in a prison to complete liberty.

The most urgent and baffling problem in prison administration today, said Judge Joseph N. Ulman of Baltimore, chairman of the Prison Industries Reorganization Administration, is work—or rather the lack of it:

Work at productive labor is the best and for many the only social medicine that can be given to unadjusted individuals. . . . The problem of prison labor cannot be solved as a thing apart, but only by the reorganization of prison systems. . . .

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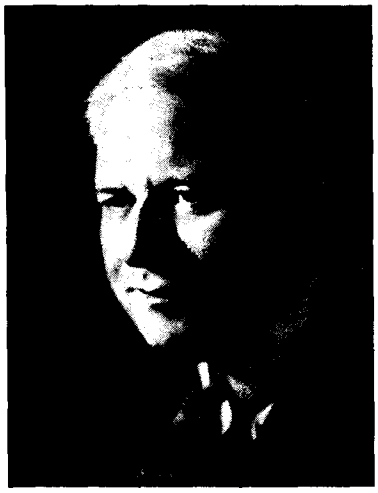
Solomon Lowenstein



Executive vice-president, Federation for the Support of Jewish Philanthropic Societies, New York City; nominated for president of the 1938 National Conference of Social Work, Seattle.

"WE shall insist that America remain a real democracy; that there shall be a free press and free right of protest without the stigma of 'Red,' that there shall be a cessation of shocking violation of civil rights . . . and that we shall not be told the agonies of these recent years are inevitable to the business cycle."

The prison problem in each state is a local problem not to be solved by any cut and dried program built for the country at large. Nor can it be solved by ballyhoo or by wholesale, thoughtless condemnation of surface evils. Its solution will cost money and it will not be reached overnight.

The stream of conference interest is so broad and deep and runs through such a multiplicity of meetings that even in so over-long a summary as this it is impossible to follow all its currents. Only a few high spots in the sectional meetings can be singled out here, with full realization that others equally high are passed over.

The conference section on social case work was under the chairmanship of Ruth Blakeslee, recently with FERA, now with the Social Security Board. Here, early in the week, Frank J. Bruno of Washington University, St. Louis, outlined in a scholarly and able address the contribution of social case work to security in terms of human personality and relationships. While his thinking remained close to his subject, he sharply indicted our present "systems" of security and their results in human wreckage:

Unlike the unemployed in other industrialized nations, ours are unprotected by any plan of social insurance or even the most primitive assurance of relief. No other civilized nation exposes itself to such a degree of economic insecurity. . . . We are coming to understand, however, . . . that economic support is but one of the elements of security, and that there are times when its attainment fails to provide the regard of one's fellows or a sense of belonging among them essential to satisfactory social training. . . . It is very questionable whether work assigned to the jobless on the basis of need is of much use in restoring their sense of social security. A job whose tenure depends upon need is a degrading job.

The section on social group work under the chairmanship of Grace L. Coyle of Western Reserve University, was, at Atlantic City, as at Montreal, one of the "growing spots" of the Conference. The very process of group work was exemplified in the development and structure of the program, much of which in relation to functions and objectives, for example, had come up from "thinking at the grass roots" by small groups of workers over the country during the past year. Group workers say that they are not concerned with developing authorities but with getting people to thinking, themselves included.

The program, with a background of "the feel of the creative approach" laid in by Charlotte Chorpenning of Chicago and Joshua Lieberman of Sturbridge, Mass., moved, always by the group method of course, into "the how to do" area, with discussion of such techniques as research and recording, the training of leaders, interpretation, methods of evaluation and so on. It examined the relation of group work to specialized fields, education, delinquency, youth activity and the like, and most especially it examined the objectives of group work in relation to social action. Here the section broke away from the discussion method and heard two papers, one on methods of education for social participation by Eleanor Coit of the Affiliated Schools for Workers, New York; the other on the consequences of social action for the group work agency, by Helen Hall of Henry Street Settlement.

Miss Coit discussed methods of encouraging and developing social interests and the ways in which those interests can express themselves in local community programs, illustrating from the experimentation in workers' schools in relating teaching to the experience of students. Summing up, she said:

Education with respect to a new social order means not so much giving the student the immediate answer to his questions as it means leading him into an inquiring state of mind, which will give him an awareness of his own situation and of the world in which he finds himself, and which will help him find a basis for his efforts to deal with this situation.

Miss Hall, drawing her conclusions from experience and illustrating them with graphic incidents said:

No one really belongs on a staff or on a board who isn't hardy enough to come up against any problem faced by the individuals for whom he or she is presumably making plans. . . . If we take on the responsibility for a social agency, either as a board member or as a professional social worker, we should expect to take into purposeful consideration the determining factor in the lives of those whom our agency serves.

We may recoil at communism but our people may be stirred by it. . . . We may chafe that boys and girls are idle on street corners, but that is the call on us to find more natural outlets for them. We may be repelled by prostitution, but our young people may be exposed to it. In becoming part of a social agency we connect ourselves inevitably with all the factors that go to make up life and we become in some measure responsible, not only for the results, but for the causes of social maladjustments, the maladjustments that make necessary our particular kind of social work whether it be a family society, a settlement or a "Y". . . . Fortunately there is a large body of people who really believe in democracy enough to go on trying to hammer out a good life by that process, people who are willing to have life questioned wherever it breaks down. . . . It is these people whom we may count on to stand by us in our every day work in resisting dictation of a reactionary or of a revolutionary kind—because one can be bullied from both ends.

As an item of news it might be interpolated at this point that the group workers, in order to clarify their own understanding of their field and their objectives and to bring together the results of decentralized group thinking, have set up a coordinating committee to stimulate the de-

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BOARDWALK INTERLUDES

Center: Edith Abbott, president 1938 National Conference of Social Work, and William Hodson, commissioner, Department of Public Welfare, New York City.

Top row: The Resnicks; David, National Society for the Prevention of Blindness, New York; Louis, Informational Service, Social Security Board, Washington; Raymond Clapp, Minneapolis Community Fund; Elwood Street, Bureau of Public Welfare, Washington; Thomas McCullough, Alta Settlement, Cleveland.

Bottom row: Elizabeth H. Webster, Council of Social Agencies, Chicago; Otto F. Bradley, Community Federation, Boston; Howard B. Myers, Social Research Division, WPA, Washington; Eugene Kinckle Jones and T. Arnold Hill, National Urban League, New York.

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velopment of local voluntary study groups on group work practice and standards, to act as a clearing house for significant experience and information and to publish a bulletin for inter-agency and inter-city consumption. Charles E. Henry of Chicago is chairman of the executive committee. Associated with him are Arthur L. Swift, Clara Kaiser, Helen Hall, Roy Sorenson and Helen Currier.

THE program of the Conference section on community organization, chairman Ralph Blanchard, New York, turned definitely on social planning, its concept, its factual background, the relationships involved and the areas of professional and lay activity. "The concept of social planning" said Leroy A. Ramsdell of Hartford, "must be changed to a point where it will fit a neighborhood, a city, a national or an international situation." In a community it might, for example, include the integration of such factors as the intake policy of a family agency, the expansion of the Boy Scouts, the planning of a new YWCA building, the appointment of a juvenile court judge, the budget of the board of education and so on.

The facts we need to know now for social planning, said Shelby M. Harrison of the Russell Sage Foundation, are more and more facts about people, their characteristics, their attitudes and their relationships. Only on the basis of human understanding as well as material facts can full and fearless discussion go forward and community social plans and sanctions bring results.

Word had passed through the Conference "grapevine" not to miss, in this section, the paper of Neva R. Deardorff of New York, on the area of responsibility of voluntary social work during the period of changing local and national governmental programs, with special reference to planning. Consequently a packed "house" greeted her and all but "stopped the show" with its enthusiasm at the conclusion of her closely reasoned, tightly knit, wholly adult discussion. Miss Deardorff threw all old clichés and emotional fixations out the window and dealt with her subject on the basis of fact, logic and reason, illuminating, and by that means abolishing, old lines of cleavage:

> Our country needs a substantial body of people with capacity to think and to lead in affairs of social work, as it never has before. Not fault-finding, not nostalgia for an old order, not a clinging to some prerogative by either Brahmin or Bolshevik, not panaceas, but hard honest work to push through to new solutions, new adaptations, new ways of applying broadly the soundest knowledge that we have. If voluntary social work can pass on to the young social workers the means of finding themselves in this new scene and of pouring their young enthusiasm and intelligence into the common fund of civic energy, it not merely will have claimed an area of responsibility in the development of the community's public welfare program, but will have occupied it.

One of the aspects of the Conference temper, disquieting to many thoughtful folk, was the relatively light impact, in terms of attendance, of the program of the section on social action, chairman, Leifur Magnusson, Washington. Mr. Magnusson had organized a program which built up steadily, from one session into the next, with a nice balance between the theory of social and economic forces and their interaction in terms of the present situation. He had distinguished, authoritative speakers, but where one person came to hear these speakers ten were crowding to hear Mary van Kleeck on fascism or to try to learn something of psychiatry.

As Mr. Magnusson pointed out, "All social action today, including unemployment relief, is conditioned by the present economic maladjustment. Insight into the factors involved in that maladjustment would seem to be essential to devising or forwarding any intelligent line of social action." Which raises the question of how much insight social workers really want into the background of the social action of which they talk so freely. It was noted by more than one observer that the participants in these particular section meetings were not, for the most part, from the youthful wing of the Conference.

At the first session of this section Karl Pribram of Brookings Institution discussed in broad outline the economic and industrial causes of economic distress, against which Ewan Clague of the Social Security Board imposed a vivid picture of an "average" family, ground between these large causes and its own social and personal situation. The subject of minimum wage legislation came next with Elmo P. Hohman of Northwestern University declaring that it is "essentially anti-sweating" legislation, and that its effect is: ". . . not only to protect the workers who receive it, but also to protect society against the inroads of parasitical employers who, by paying less than a living wage, literally force the community to assume part of their wage bill."

In discussing the stimulation of employment by increasing consumer demand, Clark Warburton of the Federal Deposit Insurance Corporation stated that the two chief ways of increasing consumer demand are by increasing the income of the people and by decreasing the price of goods and services; and submitted that if government policies are to be effective in increasing "consumer taking," they must be dominated by one idea: stimulating increased production by reducing prices.

The program was rounded out by a discussion of the social significance of the Social Security Act by Frederick Dewhurst and Joseph H. Harris, mentioned elsewhere in this report; by a panel discussion of national labor boards led by the Rev. Frederic Siedenburg of Detroit, and by comment on the utilization of American political machinery to secure social action, by Dorothy Kenyon of New York and Grace Abbott.

QUITE apart from a generally critical temper, this Conference was not without some definite and salubrious challenges thrown into its discussions. There was, for example, the objection by Owen Lovejoy of Washington to the assumption, by speakers at the panel on national labor boards, that real and thorough labor organization will solve all difficulties. Within the unions themselves he sees obstacles due to the high cost of membership, and preoccupation with the welfare of specialized groups. "We won't get far with or without labor boards till the accepted principles of labor organization reach down to the lowest and least privileged workers."

Another challenge was thrown out by Homer W. Borst of New Haven, when he submitted that in terms of effective progress in solving the transient problem the net result of all the effort had been "studious futility;" that activities since the federal program ended had demonstrated only one thing, that the transient has friends, and, finally, that "private social agencies have the wisdom but

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not the facilities to make any real impression on the problem."

A third challenge was tossed into the camp of the public housing advocates by Dr. Haven Emerson of New York, when he said that if the United States would worry more about raising income levels and improving the bodily nutrition of its people it could worry less about slum clearance and new housing projects in seeking to improve the health of the nation:

> Lay opinion is firm in the belief that poor housing is a cause of ill health. There is no such strong conviction among physicians, sanitarians or vital statisticians. A close analysis of causes and results tends to confirm those professionally concerned with health in a belief that the construction of a building is of less concern to health than the manner of its occupancy. . . . Every health officer will sympathize with the honest urge upon government, finance and industry to seize the present moment to clear away ill built houses and replace them with better. But I suspect that any critical student with a scientific habit of thought will read all the admirable array of references on housing without satisfying himself that better housing by itself can be trusted to contribute much to the unprecedented excellence of the present national health.

ALWAYS challenging to the Conference is the "wing" in its membership which became cohesive in Kansas City under the inspiration of Mary van Kleeck, which was present at Montreal as the National Coordinating Committee of Rank and File Groups in Social Work and which came to Atlantic City as the National Coordinating Committee of Social Service Employe Groups. The Conference has clearly recovered from its excitement over the activities of this group, and now takes them in its stride, goes to the Committee's meetings when the programs are attractive and pays close and respectful attention when its case is presented by so able and intelligent a spokesman as the national chairman, Jacob Fisher of New York.

It was on the program of this committee that Aubrey Williams made his first address to the Conference followed by discussion described thus by Louise Clevenger of St. Paul: "Harry Lurie, in a quiet voice, sprayed the whole subject with acid, and in the process brought out a picture that otherwise would not have emerged." At this same session Francis Gorman, vice-president of the United Textile Workers of America urged social workers to organize, to affiliate with the American Federation of Labor and to prepare to throw in with a farmer-labor party.

There was a good deal of curiosity among Conference delegates who remembered the stirring incidents of Kansas City, as to the strength that Mary van Kleeck retains with the "insurgents." There could be no doubt of her hold on their faith and loyalty. Her audience was equalled in numbers only by those drawn to the discussion of psychiatric social work. It filled 1400 chairs in one room and several hundred more in another where a loud speaker carried her voice. When she rose to speak a solid block of hundreds in the center front of the hall, with a generous sprinkling elsewhere, stood to greet her.

Miss van Kleeck's subject was Fascism and Social Work. She analyzed the growth of fascism in Italy and nazism in Germany and said, "Fascism is already here in the decisions of the Supreme Court." She argued for social worker adherence to a farmer-labor party and outlined what it must "demand":

> Above all, such a party must prevent the onslaughts upon democracy which are made by the Supreme Court in declaring social legislation unconstitutional. This can be done by amendment to the Congressional Act whereby the Supreme Court itself is established. Such an amendment to the Judiciary Act could be passed immediately by Congress whereas an amendment to the Constitution would take several years.

Referring to social workers Miss van Kleeck observed:

> If social workers are ready to compromise with the needs of the people in favor of the demands of big business and the concessions of government to financial interests, social work itself can become the screen behind which fascism develops while the people have confidence in an announced program of social welfare. Once fascism is established social work as we know it is destroyed. In a consistent program which courageously demands that government and industry meet human needs, lies the contribution of social work against fascism in America. . . . Social workers are not required at this moment to line up as between communism and capitalism, but they should know more about communism than they now do.

In such a program as that of the National Conference are many papers and discussions that reach far into social problems and deeply influence social work and social workers. Many of these are presented in the special committees and in the associate groups, which, owing to inability to be twenty or so places at once, no one reporter or even two, can possibly cover. There were at Atlantic City, for example, no less than four groups discussing problems of immigrants and of naturalization and citizenship with such distinguished speakers as Prof. Donald Young of the University of Pennsylvania, Bishop Francis J. McConnell of the Methodist Church, Leifur Magnusson of Washington, Eleanor T. Glueck of Cambridge, Mass., Prof. Herbert A. Miller of Bryn Mawr College and Col. Daniel W. MacCormack, U. S. Commissioner of Immigration. There was the Church Conference of Social Work, under the chairmanship of the Rev. L. Foster Wood of the Federal Council of Churches, with a program extending over five days; and there was the Episcopal Social Work Conference—chairman, Spencer Miller, Jr., New York—also with a five-day program. There was the National Committee on Volunteers in Social Service—chairman, Evelyn K. Davis, New York—which rallied a large group of interested and earnest volunteers and board members, who identified themselves closely with the Conference, spoke for themselves, and obviously took their obligations seriously but not morosely.

ANOTHER limitation of Conference reporting is the inability to comment on the many notable papers presented at the dinners and luncheons of the associate groups. There was, for example, the dinner of the National Board of the YWCA where Mary Ritter Beard spoke on The Status of Women and the Modern State; the dinner of the Family Welfare Association of America where Mark A. May, director of the Yale Institute of Human Relations, sought the answer to the question, Is There a Science of Human Relations; the dinner of the American Association of Medical Social Workers with Janet Thornton of Presbyterian Hospital, New York, giving an advance glimpse into her forthcoming book, The Social Component of Medicine; the dinner of the National Association for Travelers Aid and Transient Service with Helen Cody Baker of Chicago talking on the ubiquitous

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subject, Interpretation. There were luncheons too numerous to talk about—one of which however cannot be passed over where Courtenay Dinwiddie of the National Child Labor Committee confidently prophesied that "the amendment" would be carried within a year—and everyone hoped he was a good prophet.

The Conference was not gay in the sense of merry-making. A few rode bicycles, even tandems, on the boardwalk in the early morning; a few went dancing after evening meetings, but most people spent the late evenings making up a schedule for the next day—and then put their tired feet to bed. The only formal social function was the traditional President's reception, tendered this year by the social workers of New Jersey. Social workers in their best bibs and tuckers literally overran the spacious accommodations offered by the Ambassador Hotel, while the "line," four abreast, was so long and persistent that Monsignor Keegan and the other officers who were receiving had a good idea of what life in the White House must be, on occasion.

Not exactly a social occasion but a very happy interlude in one of the evening programs was the presentation of "tokens of appreciation" on the completion of their ten years of service to Howard R. Knight, Conference secretary, and his untiring assistant Jane Chandler. To Mr. Knight went a wrist watch and a three-figure check, and to Miss Chandler a gorgeous basket of flowers, gifts from friends in the Conference membership.

Rarely if ever has a Conference been as comfortable in its physical arrangements, and in the adequacy of its services. The exhibit booths were so large and attractive as to encourage thoughtful and well organized displays; meeting rooms were accessible to one another and with few exceptions equal to their audiences. The boardwalk, as an artery of travel between the Auditorium and the hotels, was almost heaven compared to the hot asphalt of some other conferences.

The sectional organization of the program which had its first try-out in Montreal held up pretty well. The new form has unquestionably tightened and integrated the program of the Conference proper, but it seems to be tending to spread out the programs of the associate groups and to make for repetition of subject matter. More than one speaker frenziedly rewrote a paper after hearing its original "points" made by an earlier speaker, and more than one doggedly plowed through a paper, the subject matter of which had been covered by a preceding speaker on the same platform—simply because he lacked the courage to say so and sit down. The result was that by the end of the week there was a good deal of turnover in certain meetings, with people drifting in and out, shopping for what they had not already heard.

A word must be said of the publicity services of the Conference—interpretation they're calling it these days. Under the direction of Harold P. Levy, ably aided by Mollie E. Sullivan—lent by the National Board of the YWCA—and others, the Conference "went on the map" as never before. Metropolitan newspapers assigned special correspondents to it, the press services reported it, the broadcasting companies put it on national hook-ups and the motion picture newsreels put it on whatever is the movie equivalent of a national hook-up. For perhaps the first time in its long history the National Conference of Social Work was given, by the press, the serious and dignified treatment accorded learned convocations in other fields.

The last session of the Conference, a luncheon, was a happy finale to the crowded week. The speakers' table, with Edith Abbott, the incoming president, at the right of Monsignor Keegan, and Solomon Lowenstein, nominated president-elect, at his left, stretched down one side of the ballroom. Down the other reached the staff table—the daily workers' table they called it. Between were seated some 800 delegates who lost no opportunity to express their sense of "a swell Conference."

"Chicago and the Middle West accept this responsibility with humility and appreciation" said Edith Abbott, as she took the gavel from Monsignor Keegan.

Next year Indianapolis; and after that, Seattle. Come excursions or alarums the National Conference of Social Work marches on.

Twenty-Five Years Ago in The Survey

June 1911

THE National Conference of Charities and Correction met in Boston; president, Homer Folks; secretary, Alexander Johnson. [His seventh year of luminous service in that post.] In his presidential address, Rate of Progress, Mr. Folks "attempted to measure the advance we have made up to the present time in our whole social program . . . opened the way for discussion of unlimited range and for suggestions of nearly unlimited radicalness."

In the section on Families and Neighborhoods Edward T. Devine in a paper, Our Social Program, "singled out three features . . . worthy of attention; a constitutional amendment governing the conditions of labor and wages, the relief of congestion and a city plan." Mary E. Richmond "deprecated the singling out of relief from the many features of work for needy families. Coherence and comprehensiveness in treatment need emphasis quite as much as any single feature contributing to them."

The program of the section, Standards of Living and Labor, "was arranged with a view to shedding light from many directions upon the undue burden which industry now places on charity. The terrible waste of life and energy for want of proper compensation legislation has never been more convincingly or more appealingly shown than by Louis D. Brandeis in his address, Workingmen's Compensation: The Road to National Efficiency."

In the section on Housing, Health and Recreation, "Jacob A. Riis . . . brought a message of inspiration in his address, What Bad Housing Means to the Community, and stirred the audience to its depths with his question, 'Who are the unfit?' " Section meetings "on drunkenness and children turned away scores of late comers. . . ." At the meeting on sex hygiene, over which Charles W. Eliot, president emeritus of Harvard University, presided, "women clung to the railings in the balcony and sat upon the floor. . . . The securing and training of social workers is receiving more discussion and attracting greater interest than formerly." Judge Julian W. Mack of Washington, D. C. was elected president.

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The Common Welfare

For Displaced Workers

THE dismissal wage agreement, recently signed by representatives of railroad labor and railroad management constitutes the first nation-wide defense against technological change on behalf of workers in an American industry. It affects roads which total more than three quarters of the country's railway mileage, and a million members of the twenty standard railway unions. About 150,000 railroad employes will be eliminated if contemplated mergers are carried through. Under the agreement, workers displaced by technical improvements or increased operating efficiency are to receive a dismissal wage amounting to 60 percent of their average monthly wage for periods ranging from six months to five years, depending on their period of service. The terms of the agreement are regarded by representatives of management, the unions and the government as very liberal. Employes of less than six months' service would be eligible for a "coordination allowance" of sixty days' pay. Those with one to two years' service, would have a dismissal wage for six months. The wage period increases until workers who have been with the road fifteen years or more would be carried at three fifths of their average monthly wage for sixty months. If employes prefer, they may have in lieu of a dismissal wage a lump sum payment ranging from three months' pay for those in service one to two years to twelve months' pay for those in service fifteen years.

The agreement is regarded by organized labor as a triumph of collective bargaining and "a milestone in American industrial relations." From the point of view of the public it is seen as paving the way for better service and reduced costs through the program of coordination under the Emergency Railroad Transportation Act of 1933.

Referendum and Research

THAT half a loaf can be worse than none is the upshot of Edward A. Filene's withdrawal from the United States Chamber of Commerce. Not only was he a creative factor in projecting it as a modern force in business life and public affairs; he was the initiator of a referendum procedure which tended to hamstring the control of such a body by small cliques and interests, and to give its deliverances the force of a consensus of membership opinion. But from the first he stood out for more than a show of hands; believing that this procedure should be matched and fortified by scientific fact-finding that would afford a fresh and searching basis for conclusions. The depression accentuated this need, and two years ago Mr. Filene laid down the gauge of his insurgency in an effort to have a committee appointed to canvass it. Nothing happened. In his open letter he puts the case in such paragraphs as these; and what he says has a bearing not only on the dynamics of business decision, but on the policy-making of civic and social organizations:

My studies, as you know, have forced me to conclude that there can never again be lasting, nation-wide prosperity until American business in general is organized to pay such higher wages that the masses of wage earners will be able to buy enough of our industrial products to give our industries an adequate market and thus keep them in profitable operation. If I am wrong in that conclusion, however, I want to know it; and if I am right, I believe that business men generally will want to know it. It was not, therefore, because I found myself so hopelessly outnumbered in the United States Chamber of Commerce that I finally decided to withdraw my support, but because the Chamber had neither the facilities nor the will to find the actual answer to such an all-important business question. . . .

The Chamber as at present organized may function as a successful club of business men when times are good, or as a potent center of reaction when changing times make some great new forward step necessary; but in neither role can it furnish any real help to business, either to business in general or to the particular business of the average member.

Mental Health Among Jews

FOR at least fifty years there has been a stubborn tradition that Jews are more prone than others to mental disease. Founded chiefly on hearsay and impressions, it has confronted the solid statistical evidence to the contrary presented in a series of careful studies by Benjamin Malzberg of the New York State Department of Mental Hygiene. In these Mr. Malzberg has shown for New York City and State, Massachusetts and Illinois that Jews contribute far less than their proportional quota to the mental hospitals; in some places the rates of commitment for Jews are less than half those of non-Jews, and the difference is in favor of the Jews for each of the major psychoses. Rates also are lower among foreign born Jews than other foreign born white persons. (*Mental Hygiene,* April 1936, page 280.)

An explanation which casts light on the stubbornness of the old tradition and perhaps also on the life of our times now is forthcoming from a new study made under the WPA, sponsored by the New York State Department of Mental Hygiene and directed through the Jewish Board of Guardians in New York City. (Mental Illness Among Jews, by John Slawson and Maude Moss. *Jewish Social Service Quarterly,* June 1936, page 343.) Here the focus was not the mental hospital, but the mental hygiene clinics of the metropolis, to which people turn for help when they first feel their inability to cope with their lives. And here, in contrast to the hospital records, the number of Jewish patients was disproportionately large. The difference lay chiefly in higher prevalence among Jews of functional mental disorders (not organic mental disease) particularly "those related to environmental stress." This study found also that this type of difficulty in keeping one's emotional equilibrium was more prevalent by half among the foreign born patients of mental clinics generally and their children than among the native born. Perhaps all of them in one way or another met the paradox of which the authors speak in the particular group studied—that of "not being encouraged . . . to be a Jew or allowed to be a non-Jew." The findings suggest the weight that change

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and isolation and uncertainty lay on certain groups of Americans—what might be called the social climate of mental illness. It makes the more impressive the showing of the state hospital records, through which the Jews, despite "environmental stress," are seen to withstand complete breakdown more ably than their neighbors.

Proposed New Charter

NEARLY eighteen months of painstaking labor by a commission appointed by Mayor La Guardia have gone into the drafting of a new charter for New York City to supersede the outmoded document under which Father Knickerbocker has struggled for thirty-five years. Wide discussion and possibly changes in this tentative draft will precede a public referendum in November. Hearings on various sections are now taking place before the Board of Estimate.

Many people disagree with details of the proposed charter; some hold that it should go further in reorganizing the framework of metropolitan government, others that it goes too far. But in any event it would make for advances in a number of directions. More, for the first time it would bring a real measure of home rule to New York—a new base for constructive development. The proposed charter is brief and a masterpiece of clear statement. That fact alone should recommend it to the public to whom the amendment-encrusted document now in force has long been a confused labyrinth.

True it is that no charter appropriate for New York, with its peculiar borough setup, would fit another city *in toto*. However the adoption of certain of the devices of modern municipal government recommended might well be considered elsewhere.

The opportunity to vote on the selection of a small council by proportional representation; the provision for a deputy to share the multitudinous duties of the mayor; an expert city planning commission with powers over a master plan, zoning, public improvements and the capital outlay budget; the proposal to amend the charter by petition of 100,000 signers followed by popular vote on the specific amendment; these are some of the notable reforms suggested by the New York Charter Commission.

Adult Learning

THE growth of adult education in the past decade and its future in this country was the central theme of many of the sessions of the tenth meeting of the American Association for Adult Education and of the annual report of its director, Morse A. Cartwright. Eloquent of the development and far flung usefulness of the organization is the twenty-five-page outline of its activities included in the report. Chronologically arranged, with columns for dates, activities, associated organizations, published results, "other apparent results," the outline includes education for the foreign born; alumni education; education for citizenship; parent education, vocational education and guidance; adult education in libraries, museums, universities, public schools, prisons and workers' organizations; adult education in the fields of music, recreation, the radio and science.

The range and vitality of the movement have increased amazingly during the depression. As Mr. Cartwright observed, commenting on the federal emergency education program, "An appetite for adult education, a national appetite in fact, has been enhanced by the emergency offerings." He added, "With the approaching withdrawal of federal relief support, the school systems are bestirring themselves to capitalize the goodwill toward education that has been engendered among adults by the federal program."

In announcing that the trustees of Carnegie Corporation, at the instigation of President Frederick P. Keppel, have expressed their willingness to finance the American Association for Adult Education for an additional term of years, Mr. Cartwright urged that at the end of the next four years the Association pledge itself to examine the general situation of adult education in the United States. At that time, he holds, other organizations and institutions may be ready to assume the responsibilities of the national organization:

> Within five years the present apparent lag between leadership and needs may well have been overcome and the functions of the Association, including that of serving as constructive critic may be found capable of transfer elsewhere. . . . The Association should welcome the time, if and when it arrives, at which it truthfully can be said that its parts are greater and stronger than the whole.

New York's Record

PARTIAL success for a carefully considered law enforcement program, defeat for a program bringing state legislation into line with federal social security law was the outcome of New York's recent stormy legislative session. Against the sorry spectacle of a state's lawmakers playing politics with the common good must be set Governor Lehman's forthright leadership.

The law enforcement program was embodied in sixty bills, drawn after a four-day conference called by Governor Lehman last fall, participated in by leading authorities in the field. Thirty-two crime bills passed, or slightly more than half. Among them was one making eligible to parole all offenders sent to state's prison, including fourth offenders, and one permitting the consolidation of local probation services. A number of the key measures of the program failed of enactment. The recommendation that a department of justice be established under an appointive attorney-general did not come to vote, though it was strongly supported by the American Bar Association and by the bar associations of New York City and State. Of equal importance was the governor's request for a division of crime prevention in the executive department. This was passed by the Senate but the Assembly let it die in committee.

The governor's eight-point social security program suffered even more seriously from its political mauling. The only section of the program finally enacted was embodied in a bill introduced by a Republican legislator to bring the state old age pension legislation into line with federal requirements and, further, to lower the age limit for pensions from seventy to sixty-five, effective October first.

New York taxpayers contribute substantially to funds collected under the Social Security Act. By the petty politics of its legislators the state will reap small benefit from the distribution of these funds from which the second quarter's payments are now being made to the thirty-five states which have already enacted the necessary legislation.

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The Social Front

Relief

THE process of turning relief back to reluctant states and localities is not occurring without protests from its helpless victims. These protests, scattered and sporadic, are increasing in number, though social workers close in to desperate local situations say that the wonder is, not that there are so many, but that there are so few. Undeterred by the failure of the Workers Alliance to get action out of the New Jersey legislature by the tactic of camping out in the Assembly chamber for ten days [see *The Survey*, May 1936, page 149] a group of several hundred Pennsylvania unemployed "marched" on Harrisburg, set up "camp" in the State Farm Show Building and announced themselves prepared to remain until the legislature made an appropriation of $14 million for May and June relief. At this writing the legislature is deadlocked with the House proposing $11 million and the Senate standing pat for $9,500,000.

The governor of Missouri remaining adamant in the matter of legislative action for state funds [see *The Survey*, May 1936, page 149] a group of St. Louis relief clients attempted to enter the City Hall to press their demand for increased city relief appropriations. Prevented from entering by the police they "camped out" on the lawn.

Washington too has not been without its camping-outers, the most dramatic and possibly embarrassing of which was a group of some twenty cripples, New York members of the League of Physically Handicapped, who spent a week-end in the WPA offices, awaiting the return of Harry L. Hopkins, to present their demand for jobs for the 5000 employables among the 12,000 cripples on relief in New York City. Mr. Hopkins challenged the facts as presented by the group. Assured of President Roosevelt's "personal consideration and study" of their problem and denied further possession of any part of the WPA building by the police, the group accepted a special bus, provided by WPA, back to New York.

Case Work Job—The social case worker's contribution to "all the energy expended in the initial phase" of a rural rehabilitation project in a farming region in Georgia is described at length by Wilma E. Van Dusseldorp in a plump mimeographed document of seventy-two pages, Who Builds Pine Mountain Valley? written for the FERA of Georgia. The author, formerly assistant director of rural rehabilitation in Georgia, is now in Washington with the rural research unit of the WPA. The study describes briefly the plan of the project and the families from whom selection was made, then goes on to a detailed account of the way in which the social work staff was trained to present the whole matter to the selected families and the way it was "talked out" with these families, in groups and individually. The chapter, A Fair Beginning, tells of some of the early difficulties of personal adjustment, though as Miss Van Dusseldorp says "that experience . . . would be material for another paper." Appendices, including copies of agreements with families and summarized data about them, complete a document as readable and as humanly interesting as it is important in any consideration of projects involving the transplanting of families.

Definitions—The Connecticut ERC classifies relief cases, as a basis for establishing programs and procedures, according to the following definitions: Employables—those now unemployed who are physically and mentally capable of private employment; those now employed either privately or in WPA, but requiring supplementary relief. Marginal—those not capable immediately of private employment but who, it is expected, will be employable within a year (children just under working age); those now on WPA who require supplementary relief and who are incapable of private employment. Unemployables—those barred from any employment for more than a year by reason of physical or mental defects or chronic alcoholism; children under fifteen; persons incapacitated by advanced age; persons required at home for the care of small children.

"What Next?"—"We face two inter-related problems: We must balance the federal budget . . .; we must devise a system of cooperative relief for destitute families which is effective and humane and which can be kept within revenues of federal, state and local governments." Starting from this point the National Economy League (280 Madison Avenue, New York) has reviewed certain administrative and financial aspects of relief and embodied its conclusions in a pamphlet, Federal Relief—What Next? prepared by its director of research, John C. Gebhart. (Free on request.) The "evolution of federal emergency relief" is divided into four periods; pre-CWA, CWA, works program and WPA, the last coming in for the most extensive analysis and discussion. As a way out of the dilemma of unlightened relief loads and increased federal outlays the League proposes: ". . . the abandonment by the federal government of its huge works program and the return to a cooperative system of relief in which the major responsibility for unemployment relief will be returned to state and local governments where it logically belongs and that the federal government make grants-in-aid to states to supplement unemployment relief. Such a plan would leave to the discretion of local authorities whether relief should be in the form of work relief wages, cash home relief or a combination of these two methods."

End of Complaints—As a positive reply to complaints that relief clients will not work, and at the same time a chance to locate all possible jobs, the county relief committee of Scott County, Ill., Guy R. Codding, administrator, decided on a reemployment scheme which involved temporary closing of all relief cases in the county in which there were able-bodied men. This done, each man was given mimeographed slips to present to possible employers, asking from each one who refused to give employment, immediate or eventual, his reasons and his signature. A time limit of one week was set for the job effort. Ample local publicity and instruction to clients explained the purpose of the undertaking. If the job seeker was given three signed refusals, he was promised reinstatement to the relief rolls on application.

Clients were interested and cooperated in the scheme, farmers became more interested in the relief office employment efforts, and the community attitude toward "they won't work" stories received a healthy corrective. Of 209 men sent out, twenty-eight secured permanent employment; forty-five reported future prospects, and one enrolled for CCC. The relief office gained an informal survey of employment prospects in the community.

Transient Plan—A committee of the Council of Social Agencies of Washington, D. C., appointed "to develop a permanent plan for the care of tran-

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sients in the District of Columbia," prefaces its report with the statement that it is "firmly of the opinion that no permanent plan ought to be considered unless it be part of the grant-in-aid program of the federal government which would aim to encourage each state to establish its own program for the care of indigent non-residents within its borders."

Continuing, the committee recommends the establishment of a transient bureau under the Board of Public Welfare with facilities and staff for the segregation and treatment of families and unattached women, children, and men. It opposes the establishment of shelters or lodges but sees the need of an adequate municipal lodging house for emergency uses. It would require missions, lodging houses and the like to meet standards set by the transient bureau, and would use a "contract-out system for the care of special groups such as women, families and juveniles." A work program is urged but no special setup for health services is advised but rather "efforts should be made to break down the residence barriers of existing community resources through agreement with public and private hospitals and health authorities to accept cases active with cooperating agencies."

The committee agrees that a budget for the proposed program is dependent on factors now unpredictable, but in the light of past experience suggests that a minimum of $500,000 would probably be needed.

Tell the Neighbors—Following suggestions from the State Relief Agency, on the obligation to keep the community correctly informed of the problems and procedures of relief, several Minnesota counties have set up lay committees. In Dakota County, district committees consisting of interested citizens and one member of the welfare board, hold periodic meetings to discuss problem cases with the case worker. In Freeborn County, the lay committee consists of district workers, the county commissioner, a member of the advisory board and perhaps a member of the welfare board, who discuss special cases and problems. In Clay County, a relief worker and the county council held an open meeting in the town hall, where citizens asked "How does the visitor go about her work?" A complete explanation of handling a case was given. Other towns have followed suit.

Official—Well ahead of the political open season, WPA workers were assured, in an official general letter from Washington, that "state administrators are instructed . . . that no WPA employe . . . is required to make a contribution to any political party; that no employe shall solicit such contributions; that evidence of such solicitation shall be cause for immediate discharge, and that no person shall be employed or discharged on the ground of his support or non-support of any candidate of any political organization."

Publications—Now They Have a Future, and Other Stories, a booklet of case stories, is presented by the Kansas ERC to illustrate the objective of the Kansas Social Welfare Service—which is, as defined in the state statute, "to aid those persons having claims on the sympathy and aid of society by instruction and other helpful means to become self-independent." (Bulletin No. 335, Kansas ERC, Topeka, Kan.) . . . The current progress report on transients of the California SRA gives local history of the problem, significant to current developments. (Transients; Special Surveys and Studies. Progress Report No. 7, California SRA, 785 Market Street, San Francisco.) . . . The Connecticut Tercentenary Commission through its Committee on Historical Publications, has issued a historical pamphlet, Charities and Corrections in Connecticut, by William W. T. Squire. (Price 25 cents from Yale University Press, New Haven, Conn.)

Security

INDIANS living on the Shoshone reservation in Wyoming have appealed to Dr. L. C. Hunt, Secretary of State, for inclusion in the state's social security program or a return to them of several thousand dollars paid in sales tax. The Shoshone delegation told Dr. Hunt that the Indians have paid $6000 in sales taxes in the nine months the law "to sustain indigent whites" has been in effect.

Organization—The Social Security Board has experimentally divided the country into twelve administrative regions, with regional headquarters in Boston; New York City; Philadelphia; Washington; Columbus, Ohio; Chicago; Birmingham; Minneapolis; Kansas City, Mo.; San Antonio; Denver; San Francisco. . . . The Board expects to have 11,765 employes on its payroll during the fiscal year 1937, according to a statement filed with the House Committee on Appropriations last month. About 3700 of these will be in Washington. . . . The Board is now occupying the old Labor Department Building as Washington headquarters.

For the Aged—The payments to be made to individuals during the quarter beginning April 1, under approved old age assistance plans, vary widely from state to state, with a "low" of $3.50 in Mississippi, a "high" of $30 in Utah and the District of Columbia. Average monthly payments in "approved" states are:

Alabama	$8.00	Nebraska	$18.33
Arkansas	10.00	N. H.	20.00
Conn.	19.83	New Mexico	10.00
Delaware	10.00	N. Dakota	20.00
Dist. of Col.	30.00	Ohio	15.00
Idaho	25.00	Okla.	8.00
Indiana	16.00	Oregon	25.00
Iowa	14.00	Rhode Island	18.00
Maine	25.00	Texas	20.00
Maryland	18.00	Utah	30.00
Mass.	25.00	Vermont	11.00
Michigan	16.00	Wash.	20.00
Minnesota	25.00	Wisconsin	20.00
Mississippi	3.50	Wyoming	24.28
Missouri	9.50		

In its first survey of those receiving old age assistance, the Nebraska State Assistance Office found that more men than women are being aided, more persons over seventy than under.

For Children—State estimates of average gross aid to dependent children for the present quarter under approved plans, range from $3.50 a month in Alabama to $15 in the District of Columbia and Indiana. State averages are:

Alabama	$3.50	N. H.	$11.51
Arizona	14.33	New Mexico	7.50
Arkansas	10.00	Oklahoma	4.00
Dist. of Col.	15.00	Utah	14.03
Idaho	12.50	Vermont	9.00
Indiana	15.00	Wash.	14.00
Maine	12.72	Wisconsin	13.00
Maryland	12.00	Wyoming	11.35
Nebraska	11.84		

Totals—Social Security Board estimates indicate that more than 690,200 persons will receive aid under the social security program in the quarter ending June 30. Of these, nearly 528,700 are aged, 18,750 are blind, and more than 142,800 dependent children. The federal government's share of the expenditures will be about $14,500,000. . . . Every state in the union and Hawaii and Alaska are now cooperating in some phase of the social security program. Thirty-six states are sharing in the benefits of the provisions administered by the Social Security Board. Public assistance plans of four additional states are now before the Board for approval.

Unemployment Insurance—Rhode Island's unemployment insurance law went into effect in early May, when the governor signed the bill passed by the legislature and named a three-man commission to administer it. The law was drawn after an intensive study by a commission appointed last year, with

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representatives of industry, labor and the general public. It is of the pooled-fund type, as unanimously recommended by the commission. Both employers and employes contribute to the fund. . . . Associated Industries of New York State, a group of employers who brought the test case of the unemployment insurance law in the state courts [see *The Survey*, May 1936, page 145] has filed an appeal with the U. S. Supreme Court. . . . So far, only twelve states and the District of Columbia have passed unemployment insurance legislation. The Social Security Board has announced that collection of taxes will not be postponed while the federal or the state acts are pending in the courts. The attorney general of New York has stated that if the Supreme Court holds the unemployment insurance law unconstitutional, contributions to the insurance fund will be returned. . . . In addition to New York, eight laws provide the pooled-fund type of unemployment insurance upheld as constitutional by the highest appellate court in New York. They are: Alabama, California, Massachusetts, Mississippi, New Hampshire, New York, Oregon, Washington, and the District of Columbia.

Study and Record—Legislative and administrative developments under the federal Act are admirably analyzed by Marietta Stevenson and Ralph E. Spear, in The Social Security Program, just published by the American Public Welfare Association. (850 East 58 Street, Chicago. Price 25 cents.) . . . As the first circular of its informational service, the Social Security Board offers a handy 12-page Brief Explanation of the Social Security Act. . . . No. 14 of the Day and Hour Series of pamphlets, published by the University of Minnesota Press, is Old Age Security, a discussion of both theoretical and practical aspects. (Price 25 cents.) . . . Under the title Social Security, the National Municipal League reprints a symposium of articles originally published in the *National Municipal Review*.

Jobs and Workers

BEHIND closed doors, the New York State Senate Judiciary Committee killed the bill providing for ratification of the federal child labor amendment (see page 188). Twenty-four of the necessary thirty-six states have ratified the amendment, permitting Congress to pass child labor legislation.

Hard Coal Peace—A two-year agreement assuring peace in the hard coal industry was finally signed last month, after long and often discouraging negotiations between representatives of employers and of the United Mine Workers of America. The major provisions are: a seven-hour day and a five-day week, with no cut in pay (with certain exceptions); a check-off system, under which operators will collect union dues and assessments; prohibition of strikes during the term of the agreement; equalization of work in a modified form. Equalization and shorter working time were the chief aims of the union, seeking to provide jobs for 40,000 unemployed miners in the Pennsylvania anthracite fields.

Newspaper Union—Editorial employes of the Associated Press office in New York are to vote by secret ballot on the issue of whether they wish to be represented in collective bargaining with their employers by the American Newspaper Guild. The order was issued by the National Labor Relations Board, on the basis of facts brought out before Dean Charles E. Clark of the Yale Law School, who sat as trial examiner of the Labor Board at hearings held in April. There are about 160 employes in the New York office of the Associated Press classed as editorial.

Technological Change—Under the direction of David Weintraub, the WPA study of technological unemployment is focusing on the effort to determine the actual effects of mechanization, and to show if possible where jobs are most likely to increase in industry. At present the survey of mining has made most progress, and in this connection the investigators are trying to find out what effect hydroelectric power developments have had on the demand for coal; also, whether employment in the hydroelectric field has kept pace with layoffs in the coal fields. Plans are being made for study of technological change in many other industrial areas.

Homework Ban—Homework in the men's and boys' outer clothing industry was prohibited in a recent order issued by E. F. Andrews, New York State industrial commissioner. Homework was temporarily eliminated under NRA in this industry, because under the code homeworkers had to be paid at factory rates. Prior to NRA, the industry had some 4000 homeworkers in the New York area, at weekly wages far below a subsistence level. Since the Schechter decision, the commissioner stated, there has been a return to this system. His study of homework, he reported, had convinced him that "the wages and other working conditions of homeworkers jeopardize the conditions of factory workers and are injurious to the health and welfare of homeworkers." The order is effective at once for all branches except merchant and custom tailoring; in that branch homework will be banned after July 1.

All About NYA

COMPILED by its staff members, the National Youth Administration offered a two hundred-page mimeographed report of activities to date to the recent conference of its national advisory committee in Washington. [See *Survey Graphic*, December 1935, page 581.]

Committees—NYA has forty-seven state advisory committees (South Dakota has none) made up of 532 representatives of business, agriculture, labor, youth, Negroes and other groups. These committees shape general state policies. . . . Local advisory committees have been organized by the state directors on a county, district, rural and urban basis. Membership ranges from three to twenty, though there is one committee of 100 in Milwaukee which operates through sub-committees appointed to consider and investigate specific phases of the youth problem.

Student Aid—The student aid program, as of March, included 390,500 highschool, college and graduate students. Colleges and graduate schools have sole responsibility in selecting the students to be aided, in planning and administering the projects through which the students earn their monthly allowances of fifteen dollars to twenty dollars. This year, as compared with last, there has been an increase in off-campus, extra-mural projects: assisting in day nurseries, leading town forums, providing leadership in community houses and boys' clubs, helping county agents and public librarians. On the campus, student assistance is chiefly used in libraries, laboratories and museums, and in furthering research which could not otherwise be done. . . . The number of highschool students aided increased from 18,000 in September to 260,000 in March. At first the allowances of six dollars a month were limited to children from families on relief. The program speeded up as soon as this requirement was relaxed. Eastern states have used less than their quota for highschool students which, the report holds, is largely due to the fact that "in large urban schools it has been difficult for school officials to devise suitable work projects for a great many students working only part time." On the other hand, severe winter weather, floods and tornados resulted in requests for additional funds from a number of midwestern and southern states. . . . Educators urge that

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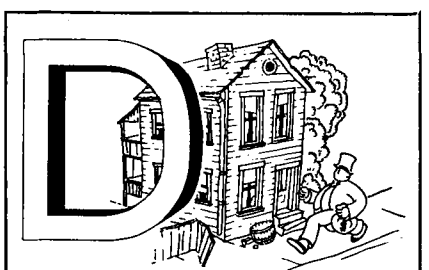
student aid be continued next year; that 1936-7 plans be announced sufficiently far ahead so that the program can be started as soon as the new school year begins; that the amounts of college aid allowances be made more flexible to permit adjustments as between students who need less than fifteen dollars and those who need more; that NYA make available to college and highschool authorities information on successful student work projects.

Guidance and Placement — In twenty-five cities NYA has established special junior employment counselers to interview young applicants and make employer contacts. They are on the payroll of the state youth directors but work in the offices and under the direction of the State Employment Service. In Brooklyn and the Bronx, N. Y., and in San Francisco, where there is an established junior employment service, NYA has set up a more intensive junior counseling service, cooperating with the employment service and with the public schools. . . . In five states (Colorado, Ohio, Nebraska, Wisconsin, Massachusetts) special junior guidance bureaus for a limited group of young people have been run through cooperation with existing social agencies. . . . In Kansas, Nebraska and Texas, career conferences have been organized through NYA, bringing together young people to hear about opportunities, required training, and so on, in various fields. . . . In eight states the public libraries have agreed to provide vocational bookshelves for the use of all youth. . . . Many communities, through NYA, have surveyed resources for training and recreation.

Work Projects—In developing part time work projects for out-of-school youth, the aim of NYA has been to relate them to "the training, work experience, skills and aptitudes of available youth. They are operated in close cooperation with existing local service and with other emergency employment programs." Summaries of types of projects in operation show that most of the young people are being used in education, recreation, or the upkeep of public buildings and grounds. The report offers no exact figures of numbers employed, or of amounts spent (in comparison with amounts allocated to the states).

Housing

SERIOUS questions are raised, says Coleman Woodbury of the National Association of Housing Officials, by a recent ruling of the FHA permitting the insurance of loans, under Title II of the National Housing Act, for the construction of new housing costing less than $2000. Will not this ruling, he asks, "weaken materially the neighborhood standards heretofore announced and elaborated by the FHA? If such houses can be built in the larger urban districts nearly all of them will have to be located outside of city limits and usually without benefit of the ordinary municipal and other public utilities. Every observer of city development knows of dozens of residential areas so located. The overwhelming majority have not even the elements of a permanent, orderly, residential neighborhood. . . . If large numbers of inexpensive houses are to be built without the ordinary municipal services and utilities and outside the jurisdiction of building and zoning codes, no one will deny that the costs of individual units can be reduced very considerably. Such practice, however, may well make more problems than it solves. . . . If continued too far this kind of development may lead to a marked lowering of standards of urban living and a condition of chronic municipal bankruptcy."



DILAPIDATION

Which Causes the Blight—The Need for Repairing—And Capital's Flight

"Not as teachers but as older children in housing do we lead you and ourselves from A to B to C—" says Arthur Bohnen in the foreword of the gay little red and white pamphlet, ABC, which carries good housing doctrine from "A is for alleys" to "Z is for zeal." Price 25 cents from the Metropolitan Housing Council, 228 North La Salle Street, Chicago, Ill.

Housing Shortage—Evidence of the need for new houses is clearly shown in the report of Cleveland's 1935 Real Property Inventory which is probably an index of conditions in most large cities. This annual inventory covers every house, lot and building, every movement of every family and various other pertinent details. It shows that only 3 percent of the 314,220 family units in the metropolitan district were vacant last year, and that practically all of the unoccupied dwellings were unfit for human occupancy. The vacancy rate dropped steadily from 9 percent in 1932 to 3.1 percent in 1935. A total of 3004 family units were torn down between 1932 and 1935 and 2417 new units constructed, this in the face of a population increase since 1930 of 6139 families. Home building dropped steadily in Cleveland from a peak in 1924 until 1935 when a sharp rise—193 percent—over the 1934 low was noted. However this rise represented only 3 percent of the 1924 total, "indicating that the optimistic interpretations of last year's nation-wide pick-up frequently exaggerated the importance of that trend."

Philadelphia too has lost more old houses than it has gained new ones during the past five years. In a recent address Bernard J. Newman, director of the Philadelphia Housing Association, pointed out that while the city has over 350,000 dwellings which do not create a housing problem it has many thousands of substandard dwellings which are dry-rotting old population centers and driving people out of areas where many millions have been expended for service and educational facilities into new areas where more millions must be expended to supply them.

In Chicago D. E. Mackelman, speaking for the Committee on Housing of the Council of Social Agencies, says: "The housing situation is becoming more and more acute. . . . The decrease in vacancy rates has gone down from 14 and 15 percent in 1932 to between 3 and 4 percent. In some areas, particularly the colored district, the rate is practically nil. A result is the increase in rents reported from all sections of the city. The activities of the PWA housing division will not be of very great influence, since it will provide only about 2000 new dwellings, though of course these projects will be very valuable in demonstrating the possibilities of public housing in Chicago."

A bill before the New York legislature to give the New York City Tenement House Department and the Bureau of Buildings power to condemn and demolish or repair under the multiple dwellings Law any building or structure which is vacant or abandoned was killed in the Assembly. The Tenement House Committee of the New York COS points out that there are some 2000 such buildings in the city, "a moraine left in the wake of the building boom which ended in the late nineties. A moral, social and health menace, the COS has joined with other social agencies to urge their removal through legal action."

Undoubling—The doubling up of families, due to the depression, has passed its peak in many cities, reports the National Association of Real Estate Boards, and undoubling is now much in evidence. Camden, N. J., and

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New Orleans report that perhaps a quarter and Long Beach, Calif., perhaps a half of the spring movings, were due to families, previously doubled up, seeking homes of their own. Dayton reports "very general" and Milwaukee "very rapid" undoubling. Kansas City says that undoubling is offset by new doubling.

The increased demand for dwellings is reflected in an increase in rents from 5 to 10 percent. Some 173 cities, representing about a third of the population of the entire country, are said to have regained during the past two years more than half of the residential rent decline of the depression period. If the present rate of increase continues, the 1929 level will be reached by the autumn of 1937.

Reading "Must"—To the non-official, the only point at which The Housing Officials' Yearbook of 1936 might be criticized is its title—which does not indicate that its 250 pages contain information interesting to all those actively concerned in any capacity in promoting good housing for lower income groups. The Yearbook, grown from the large pamphlet of last year, contains sixty articles by as many experts, together comprising a review of housing activity during 1935. These articles tell the story of the organization, plans and achievements to date of the federal housing agencies, along with that of the forty-three official and unofficial housing agencies of states and cities. Particularly timely is the chapter on English housing, because we in the United States are looking for guidance increasingly to England's vast housing experience, accumulated since the War. Rough and stony as has been the way of the low rent housing in 1935, a reading of this "report" yields undeniable signs of better going in the future. The Yearbook is published by the National Association of Housing Officials. (Price $2 from the Association, 850 East 58 Street, Chicago.)

Excellent reading, supplementary to this more general volume, is the Report of the State Housing Board of New York for 1935. Here is recorded the actual current experience of the state which has been a leader in encouraging subsidized housing. The chapter on the tenants in the three completed housing projects, built with the aid of government loans, deserves attention.

Public Health

MAY DAY, with its slogan of Health and Security for Every Child, found plans for child and maternal health services under the Security Act formulated in forty-seven states, Alaska, Hawaii and the District of Columbia, the federal Children's Bureau announces. In thirty-nine states and the three areas plans actually were in operation. As compared with twenty-two states in 1934, practically every state now has a bureau of maternal and child health as a major division of its state health department, with a medical director in charge. Every state with a maternal and child health program is undertaking one or more demonstrations related to its particular needs—California, for example, in providing nurses to aid migratory agricultural workers; and New Mexico, Spanish-American nurses for Mexican parents.

New Jersey's Blind—Who are the Blind in New Jersey? asks an analysis of blind persons on the 1934 register of the state Commission for the Blind. (Publication No. 30, New Jersey State Department of Institutions and Agencies.) One sixth became blind before they were a year old; another sixth before they were twenty; one tenth, after seventy. The chief causes of blindness were: infectious diseases, 41 percent; congenital and hereditary conditions, excluding syphilis, 20.9 percent; non-industrial injuries, 17 percent; industrial injuries, 10.7 percent. The most serious infectious disease in respect to blindness was syphilis, known to have caused one case in eight in the whole group of the blind and doubtless responsible for others in which the infection was not specified.

Hard of Hearing—A WPA survey of 763,000 New York City school children has found 80,000 with potential impairment of hearing in one or both ears. Another 55,000, with still undamaged hearing, were suffering from ear conditions in need of medical attention. All children in New York State will get a good chance of escaping the difficulties due to undiscovered impairments of hearing through the passage of two laws which require annual tests of school children and reports to the state Commissioner of Health of hearing impairments in children under the age of six. The laws were sponsored by the New York League for the Hard of Hearing, the National Association of the Deaf and the Medical Society of the State of New York.

Needed Nurses—A postgraduate year in public health nursing has been added in the St. Philip school of nursing for Negro women, maintained by the Medical College of Virginia at Richmond. The new course was opened a few weeks ago with twenty-seven students from twelve different states and the District of Columbia. Filling an almost wholly disregarded need for training of Negro nurses in public health, the school is approved by the U. S. Public Health Service for the reception of students from eighteen cooperating states under the Social Security Act. Home states meet the students' living expenses and tuition with the understanding that they will return after graduation for "home" service.

Guides for Nurses—Child Development, Syphilis, Tuberculosis and Cardiac Conditions are the titles of four new or revised pamphlets, published by the Bureau of Educational Nursing of the New York Association for Improving the Condition of the Poor as guides for public health nurses. Each carries a bibliography and an outline of the subject and its treatment to aid the understanding and work of the nurse. (Price 5 cents each plus postage, with discounts on quantities of fifty or more, from the Association, 105 East 22 Street, New York.)

Dollars and Doctors

HOW unevenly the burden of sickness and death rests on different economic classes, with its greatest weight upon the poorest, is shown vividly by A Study of Mortality in Cincinnati, recently issued by the Public Health Federation. (Price $1 of the Federation, 312 West 9 Street, Cincinnati.) The rate of dying among the 100,000 with the lowest incomes was nearly twice that among the highest 100,000. The babies of the poorest 100,000 had only a little more than a third the chance enjoyed by those of the richest to reach their first birthday. While Negro deathrates in general were higher than white, within the Negro group itself there was the same difference between the poorer and the better-to-do. The tuberculosis deathrate among Negroes in the worst slum areas, for example, was four times that in a Negro neighborhood where living conditions were favorable. The study, made by William S. Groom, Floyd P. Allen, M.D., and Marvin Halsey, found that preventable or partly preventable causes of death predominated in the list of causes which had unduly high deathrates in Cincinnati.

Health Insurance—Of thirty-eight countries whose social services have been studied by the International Labor Office, twenty-two have made health insurance "the backbone of systems of economic security," said Dr. Karl Pribram of the Brookings Institution, addressing the conference called in New York in April by the American Association for Social Security. Dr. Pribram declared that benefits obtainable through

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an effective health insurance system in this country "can hardly be imagined and would probably far exceed any legitimate expectations." . . . British Columbia enacted a health insurance law on April first. Employes will pay 2 percent of wages but not more than 70 cents a week; employers 1 percent, but not more than 35 cents a week. The act is compulsory for persons earning not more than $1800 except agricultural laborers, members of existing voluntary insurance plans and Christian Scientists. Benefits include physicians' services, hospital care and laboratory services and may be extended to other fields. . . . The Medical Association of South Africa has worked out and approved a comprehensive plan for compulsory health insurance. . . . "It would seem that there is something approaching the unethical in the use of a boycott to prevent a few physicians from offering socialized health service to persons of small income," said the *Cincinnati Enquirer* editorially, commenting on a resolution passed by the Cincinnati Academy of Medicine, 400 to 3, to oppose any plans for group medical care on an insurance basis and to withhold or withdraw membership from any physician associated with such a plan. The position taken by the Academy, the *Enquirer* declared, "in substance is that medical practice on an insurance basis is 'unethical' because it might injure the business of those physicians who continue on an individual basis."

Hospital Insurance—St. Louis has joined the growing list of cities with group hospitalization in a plan sponsored by the Medical Economic Security Association, formed by the medical societies of the city and county and the city dental societies. The plan covers hospital care, but not services of physician or dentist. . . . On its first birthday, May 7, New York City's group hospital plan claimed a world record with 85,492 subscribers in the first year. A similar setup in London, which now has 1,600,000 members, enrolled 62,500 in its first year. . . . The Bureau of Medical Economics of the American Medical Association reported at the May meeting of that Association's House of Delegates that there is an erroneous impression that the medical profession opposes group hospitalization plans. Where plans have been noncommercial and community-wide, and have included representation of the local medical profession in the administration "to insure the exclusion of features objectionable to the practice of medicine," the Bureau found that there had been "no serious obstruction."

Compensation Fees—A Minimum Medical Fee Schedule for care of injured employes under the Workmen's Compensation Law has been worked out for the metropolitan area of New York and published by the New York State Department of Labor. (Price 15 cents.) It takes some fifteen pages of small print to list the various services and fees on the schedule, which was adopted after discussion with the State Medical Society.

Buyers Be Wise

THAT Americans again are buying appears in the rising index of consumer goods and especially of instalment buying. The National Retail Dry Goods Association reported recently that while total store sales rose 7 percent in 1935 over 1934, the gain in instalment sales was 35 percent.

Guides to Study—Wholly revised from a 1930 pamphlet on Household Purchasing, the American Home Economics Association offers Consumer Buying, Suggestions for Group Programs. There are sections and references on foods, textiles, cosmetics, and so on. (Price 25 cents of the Association, Mills Building, Washington, D. C.) . . . Less detailed, but also with bibliography, comes A Primer for Consumers, by Benson Y. Landis, associate secretary of the Department of Research and Education, Federal Council of Churches. (Published by the Association Press, 347 Madison Avenue, New York. Price 10 cents.) Dr. Landis is the author also of another new pamphlet, Christianity and the Cooperatives, published by the Council for Social Action of the Congregational and Christian Churches. (287 Fourth Avenue, New York. Price 10 cents.) In both cases there are discounts for quantity orders. . . . From the Extension Service of the College of Agriculture, University of Wisconsin, comes Stencil Circular 178, How Can the Buyer Get His Money's Worth, by R. K. Froker and M. P. Andersen. This and much other material in related fields is available free of charge in Wisconsin. . . . The Household Finance Corporation (919 North Michigan Avenue, Chicago) offers several

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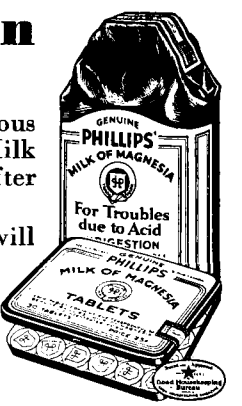

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free pamphlets on family budgets, and another series of sixteen under the head of Better Buymanship, discussing in detail commodities purchased by families. The latter come two for 5 cents, with lowered rates on quantity orders. For the list, consult the Corporation.

Child Welfare

THE health of an approximate quarter million children in the care of institutions and agencies in this country, stands to benefit by a recent gift of $24,000 from the Commonwealth Fund to the Child Welfare League of America. According to C. C. Carstens, director, the money will finance a nation-wide four-year plan for improving medical programs of child-caring agencies and institutions, public and private. A field pediatrician will be maintained, who will organize and give systematic supervision to medical services, particularly for the League's member organizations. The League is now campaigning for funds to establish a wider field service to concentrate on developing local services for children and to rally public support.

Fiftieth—The Berkshire Industrial Farm at Canaan, N. Y. recently celebrated its fiftieth year of giving care and training to boys between eleven and fifteen years old who have shown "definite tendencies toward juvenile delinquency." The Farm has more than two thousand graduates.

Day Care—As an extension of its foster home service the New York Children's Aid Society is undertaking a six months experiment in foster day care for the children of employed parents who are able to maintain their homes but not to employ mothers' helpers. The new service places children by the day in supervised homes selected with an eye to the special needs and temperaments of the children placed in them. Not more than three children will be placed in any one home.

Charges are on a sliding scale ranging from 25 cents an hour for a child requiring special attention, to 60 cents a day when a responsible parking place is about all that is needed. The new service is supplementary to the visiting housekeeper service which the Society maintains in cooperation with the Junior League.

Another new development of the Society's work is a department of personal relationships, a preventive program based on study of each child in his own home background, which aims to "keep the normal child normal," rather than to cure him after he has become a problem child. Dr. Alexander R. Martin, psychiatrist at the Payne Whitney Psychiatric Clinic, New York Hospital, will direct the new department.

Informal—The Child Welfare Department, Florida Board of Social Welfare, has instituted an informal newsletter, aimed as a special vehicle to "get before organizations and agencies interested in child welfare . . . many things that more intimately concern the children's field." The first number draws from the Children's Bureau publication, ABC of Foster Family Care (Publication 216, U. S. Children's Bureau, Washington, D. C.) an outline of "what every child should have."

Law Abiding Toys—That free access to toys is conducive to juvenile habits opposed to delinquency is the unusual basis of an appeal for support by The Toyery Inc. of New York, which for the past three years has conducted a "lending library" of toys for children without playthings of their own. The appeal asks for "conscience money" from "lawbreakers who . . . have been guilty of driving through red lights or of some other minor infraction of the law." It is hoped that enough consciences will be stirred to permit six new toyeries to open. These toy exchanges, which have been operating for some time in Philadelphia, Baltimore and elsewhere, permit a child to keep a toy for a week, with special concessions when it comes to dolls.

Reorganization—The Division of Social Action of the Catholic Charities of New York, has undertaken an extensive reorganization of archdiocesan activities for youth. The direction of scattered agencies such as boys' and girls' clubs, will be brought together into a new organization, the Catholic Youth Association, which for administrative purposes will have four branches. Although the individual parish remains the field of activities the program as a whole, spiritual, cultural and recreational, will be directed from the branch centers which will act as a service organization, supplying trained personnel and other facilities. Its purpose is to counteract the subversive influences to which "the trying circumstances of these days" subject the mind of youth with "a sound, well-planned, constructive and appealing program of activities."

Child Study—The Educational Background of Migrant Boys, a study by George Outland, now at Yale University, has been reprinted from the *School Review* for November 1935. (From the author, Yale University, New Haven, Conn.) . . . A detailed "how to do it" on the use of simple parent education material in a settlement is Jean Schick Grossman's, The Story of a Child Study Group. (Price 25 cents from The Child Study Association of America, 221 West 57 Street, New York.) . . . What five years of depression has meant to underprivileged children in Pennsylvania was the subject of a study made by the Pennsylvania Committee on Child Care and Recovery, Isabel Carter, director, and published by the Joint Committee on Research of the Community Council of Philadelphia and the Pennsylvania School of Social Work, of which committee Miss Carter is assistant director of research. (Publication Number 11. Price 10 cents, direct from the Joint Committee, Room 900, 311 South Juniper Street, Philadelphia.)

Youth

TWELVE cooperative institutes, drawing students and prospective cooperative leaders from thirty states, will be held this summer by the various regional cooperative organizations. General and technical courses on consumers' cooperation will be offered. (Cooperative League, 167 West 12 Street, New York, for details.)

In Douglas County—Rural young people in Douglas County, Wisconsin have made a study of their own situation, and drawn up a list of their needs as they see them. (What Douglas County Youth Want. Extension Service of College of Agriculture, University of Wisconsin, Madison.) The questionnaire was filled out by 857 young people, sixteen to twenty-eight years old. The whole county, except the city of Superior, was covered. The survey covered residence, home and family, employment, recreation, education, organization. Their chief present needs, as the young people reported them, are: facilities for recreation; opportunity for wage earning; group leadership; more education, both in school and out.

Counseling Service — Under the plans for a county adult education program in Westchester County, N. Y., a vocational counseling service for young people over sixteen is to be developed. As a first step, a central information bureau is being organized from which data may be obtained about public and private day and night schools, trade schools and all educational, recreational and leisure time classes and clubs open to young people over sixteen and to adults. Alice E. Hinkley has been loaned by the Children's Association to help work out the new program.

Successful Probation — Society, found guilty of neglecting youth and put on probation after a trial before an au-

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dience of 3500 in the East Orange, N. J. highschool a year ago, was last month exonerated because of improvement shown during the probationary year. Five charges were drawn up by twenty-seven community youth groups a year ago: that youth could not find employment; that it could not get adequate marriage information; that society permitted conditions making marriage impossible; that too few opportunities for making friends and for recreation were available; that society permitted such pitfalls for the young as obscene literature, saloons and gambling devices. At the dinner of the Council of Social Agencies, reports were given on police clean-up in the community, new recreational facilities, and the plan of a group of wealthy citizens to set up a bureau to dispense advice on marriage and homemaking. On the basis of these reports Judge Brennan held that society had tried to make up for its neglect of youth by organizing adult groups to help young persons. His verdict exonerated the community of the earlier charges.

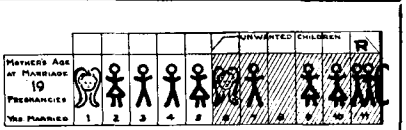
Record and Report—Planning the Future With Youth, edited by S. M. Keeny (Association Press, 347 Madison Avenue, New York; price 50 cents) includes discussions of six aspects of the youth problem, by as many writers. . . . The need for public forums as educational agencies in a democracy is eloquently stated by John W. Studebaker, U. S. Commissioner of Education, in Plain Talk, published by the National Home Library Foundation, Washington. (Price 25 cents.)

Maternal Health

"CASE work unassociated with marital consultation, guidance and sex hygiene is not enough," said Harry L. Lurie, executive director of the National Council of Jewish Federations and Welfare Funds at the Columbus meeting of the Ohio Welfare Conference. Mr. Lurie foresaw the future of the family societies as "centers for adult education in the important matters of family needs and family relationship," and advocated closer cooperation with maternal health and birth control clinics in their communities.

A Clinic Grows—How Cleveland's Maternal Health Association has developed through the past sixteen years is summarized in the admirably succinct report for the year ending March 31 last. Planned in 1920, the Association started service in 1928, at first accepting for contraceptive advice only married women with impaired health. During succeeding years service was extended, under Ohio and federal laws, to include married women in need of information for health, social and economic reasons. Also added were premarital consultation service, consultation service for men, marital adjustment service, lending library and research service. The aim is preservation of the health of mothers and children, especially to the end "that children shall be begotten only under conditions that make possible a heritage of mental and physical health."

Eugenic Outlook—Birth control has tended to act dysgenically rather than eugenically during the last fifty years, said Lord Horder, chief of medical service of St. Bartholomew's Hospital, London, in a recent address on The Eugenic Outlook in Preventive Medicine, made before the New York Academy of Medicine. It has failed to reach the people most in need of its use for social as well as personal reasons. "The only way to correct this fault of instruction . . . is to provide it through local authorities under medical supervision in properly organized clinics."



The case for birth control as it appears in the records of maternal health centers, has been depicted by the Pennsylvania Birth Control Federation in a series of graphs of which this is one. At the age of thirty the mother here "graphed" has had eleven pregnancies. She has nine living children under nine years of age. The father earns $17.50 a week. With the birth of the twins the family had to apply for "temporary" relief. The mother says that if any more babies come permanent relief must come too.

Federal Law—At its recent meeting in Colorado Springs the Young Women's Christian Association adopted unanimously a resolution in support of national legislation to place dissemination of birth control information under authorized medical direction. A memorial asking similar endorsement of pending federal bills was brought before the General Conference of the Methodist Episcopal Church at Columbus a few days later and referred to a committee for study. Such endorsement already has been given by Methodist conferences of California, Michigan, Wisconsin and New England, as well as many other local and national church and other groups. In Congress, however, the Copeland and Gassaway bills still lie in the Judiciary Committees of Senate and House. These identical bills would bring federal legislation in line with that already existing in more than forty states which permit physicians to prescribe birth control information to their patients. Despite this prevailing view of state legislation, federal law still makes it a penal offense to send contraceptive information or supplies by mail or common carrier, even when sent to physicians.

Professional

ON the professional "front," summer means studies as often as it means vacations; some even confuse the two. For those so minded, 1936 is bounteous. The *American Journal of Public Health* for May offers three and one half pages of summer courses in public health, mostly with a "social slant." Most of the regular social work schools offer summer courses. [See *The Survey*, May 1936, page 150 for New York School of Social Work summer offerings.] The Pennsylvania School of Social Work and Fordham College, in New York, are among the exceptions.

The summer quarter at the School of Social Service Administration, University of Chicago, is in two terms, June 22-July 24 and July 27-August 28. Summer courses are the same in character, method, credit and admission requirements as the other three quarters. Send applications and credentials in advance to Dean Edith Abbott at the School.

The 1936 summer session at Rome State School, under the New York State Department of Mental Hygiene will be held July 1-August 12. With the institution as its laboratory, the school offers advanced training to qualified persons with a background of psychological training and teaching or social work experience. (Information from Anna G. Briggs, State School, Rome, N. Y.)

The National Society for the Prevention of Blindness has announced that teacher training courses for sight-saving will be given in 1936 summer sessions at the Universities of Cincinnati and California (West Los Angeles, Calif.), the State Normal School of Oswego, N. Y., and Teachers College, Columbia University. (Information through the registrars of the respective schools.)

Prof. Ernest R. Groves will supervise a one week course on Teaching Marriage and the Family, July 6-10, at the University of North Carolina, Chapel Hill. Teachers, clergy, social workers and "other thoughtful folk" are invited. (Information from Professor Groves at the University.)

The Committee on Cultural Relations with Latin America (289 Fourth Avenue, New York) has announced the eleventh seminar in Mexico for July 9-

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29 in Cuernavaca and Mexico City, with limited enrollment.

Experience—Fruit of rich experience is the new Settlement Primer, a Handbook for Neighborhood Workers, by Mary Kingsbury Simkhovitch, founder of Greenwich House, New York. This new edition of her manual of settlement procedure covers both practice and philosophy. (Price 50 cents from the National Federation of Settlements, Lillie M. Peck, secretary, 147 Avenue B., New York.)

The fundamental and often ignored business of making the office wheels go round is given a real overhauling in a new booklet by Ordway Tead, lecturer in personnel administration at Columbia University. (Creative Management. Association Press. Price 50 cents postpaid of The Survey.) Mr. Tead takes the whole works apart, analyzes them, and suggests how to rebuild.

People And Things

HONORS, this spring, have showered on workers in social service and the humanities, with the open season for honorary degrees still ahead. This month, as in three recent issues, *The Survey* devotes a half column to their mere listing.

The National Institute of Social Sciences this year gave one of four medals "for distinguished services rendered to humanity" to William Edwin Hall, president of the Boys' Clubs of America, Inc.

The 1935 American Hebrew Medal for the Promotion of Better Understanding Between Christian and Jew in America was presented to Roger Williams Straus, co-chairman of the National Conference of Jews and Christians.

The 1936 award of the Leslie Dana Gold Medal for "outstanding achievement in the prevention of blindness and the conservation of vision" was made to Dr. John M. Wheeler, director of the Eye Institute, Columbia-Presbyterian Medical Center, New York. The award is given annually by the National Society for the Prevention of Blindness and the St. Louis Society for the Blind.

Sarah Elkus, New York City's director of day classes in English and citizenship, recently was honored by friends and colleagues with a testimonial luncheon, recognizing the work which she began twenty-one years ago for the instruction of non-English speaking foreign women.

A Carl Schurz Memorial Scholarship for study in Germany this summer has been granted to Elizabeth Fackt, assistant professor of international relations at the University of Denver.

Publicitors — Olga Edith Gunkle, who directs publicity for the Denver Community Chest, is in the news herself for her recent marriage to V. L. Board of Denver. . . . Helen Kennedy Stevens has resigned from the Westchester County Children's Association where she was publicity director. She is at Barnard College as an Assistant to the Dean, assigned to work in the development of the Council of the Friends of Barnard. . . . Another "publicity turnover" is the resignation of Horace H. Hughes, whose title was administrative assistant with the New York State Charities Aid Association. He will direct educational work for the Maternity Center Association.

The Jewish Social Service Quarterly has appointed as managing editor, Moses W. Beckelman, headworker of Bronx House, New York, to succeed Solomon Bluhm. . . . The publicity director for the National Conference of Jewish Social Service is Saul Carson, who performs that service also for the Brooklyn, N. Y. Federation of Jewish Charities. . . . The National Council of Jewish Women has appointed Julietta B. Kahn as director of membership and publicity.

Meetings—The National Conference of Catholic Charities will meet in Seattle, Wash., August 2-5. . . . The initial session of the World Jewish Congress is now called for early August in Geneva, Switzerland. As this reaches you, American delegates are being elected at a preliminary meeting in Washington.

The 1936 California State Conference of Social Work, with a registration of 1950—the largest in its history—elected as president Martha A. Chickering, University of California lecturer on social economics. The 1937 meeting will be held at San Jose.

Original—The new president of the board of visitors of Letchworth Village, Franklin B. Kirkbride, was a member of the original commission which selected the site of the Village, a member of the original board of managers appointed in 1909, and has served as secretary since that time.

Health—Succeeding Col. Theodore Roosevelt, recently resigned from the presidency of the National Health Council, is Dr. Donald B. Armstrong, third vice-president of the Metropolitain Life Insurance Company. . . . Francia Baird Crocker, R. N., has been appointed associate for nursing activities with the National Society for the Prevention of Blindness. She succeeds Mary Emma Smith, R. N., now directing public health nursing for the New Mexico Bureau of Public Health.

As successor to Dr. Thomas Parran, Jr., who recently left the post of New York State Health Commissioner to become U. S. Surgeon General, Governor Lehman has appointed Dr. Edward S. Godfrey, Jr. who has been with the New York State Department of Health since 1917, for the past two years as assistant commissioner.

The U. S. Children's Bureau has appointed Naomi Deutsch, R.N., from the University of California, as director of public health nursing activities. . . . Dr. Doris A. Murray, of Rochester, N. Y. will be an eastern representative and Edith Rockwood of Minnesota an associate in child welfare. Dr. Sara Dietrich, from the New York State Department of Health will represent the Bureau in a group of states in connection with the Social Security program.

Tracy W. McGregor

TRACY W. McGREGOR, who died May 7, left as deep an imprint on the humanitarian life of Detroit as anyone who ever lived there. In the early nineties, he abandoned a collegiate course at Oberlin to take over a rescue mission established in Detroit by his recently deceased father. Under his guidance, the McGregor Mission grew until it became one of the largest and most intelligently managed institutions for homeless men in the country.

His gentle personality was persuasive and in due time it became the dominant center around which much of expanding Detroit's philanthropic life revolved. One of his unique contributions was the Thursday group. He created a little informal club of a handful of Detroit's most vigorous young men of wealth and influence who met with him every Thursday for lunch. Working behind the scenes without publicity, McGregor's Thursday Group fostered many of the better things that came into Detroit's communal life.

He fathered personally the Council of Social Agencies; the Patriotic Fund, now the Community Fund; the Citizens League; and the Provident Loan Society. At one time or another he was president of most of these. His concern for homeless men drew him into various activities in their behalf, notably as a member of the National Committee on Care of Transient and Homeless. He was also a director of the National Probation Association.

Together with his wife, Katherine Whitney, he made many important but unostentatious gifts to Detroit. Only two, the McGregor Library, and the McGregor Fund, were permitted to bear his name.

Tracy McGregor combined in one person the qualities of saint, scholar, philosopher, and man of affairs. He was a genius in good works.—W. J. N.

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Book Reviews

Antidote for Hearsay

BEWILDERED PATIENT, by Marian Staats Newcomer, M.D. Hale, Cushman and Flint. 323 pp. Price $1.75 postpaid of *The Survey*.

AS Dr. Newcomer has found through years of medical counseling in private homes and semi-private clinics, even intelligent people have pet superstitions about health and disease.

Incorrect beliefs and misunderstandings offer real problems to doctors who are far too busy for individual discussions with patients. They also present real problems to thousands of bewildered patients who attempt to fit half truths and hearsay in with the doctor's program.

Dr. Newcomer accepts the fact that everyone wants good health and proceeds to tell in chatty style what scientists have done and are now doing to make available the maximum amount of health a given individual may have. That there are definite health limits for some individuals is recognized.

Resistance to disease is described, the role that food plays in the maintenance of health and life is discussed, and the mysteries of mind and of creation are beautifully touched upon.

The doctor then turns to look understandingly at other doctors and to tell readers how to choose a physician, how to cooperate with him, why health check-ups are important, what the average family may expect medical costs to be and how to avoid high medical fees by keeping in good condition, by meeting health emergencies promptly and correctly, by giving intelligent home care to the sick and by knowing the truth about health and illness instead of entertaining fads and fancies.

So interestingly is all this told that the reader reads on for enjoyment without realizing that he is being educated as well.

New York BEULAH FRANCE, R. N.

Back of Mob Violence

THE BLACK PATCH WAR, by John G. Miller. University of North Carolina Press. 87 pp. Price $4 postpaid of *The Survey*.

A KENTUCKY lawyer who took part in the legal battle for U. S. court action which finally ended years of night-rider terrorism in the Kentucky black tobacco belt, here tells a first-hand story of what is not inappropriately called the Black Patch War. This is not merely a belated exposé of a characteristic phase of mob terrorism over an almost forgotten labor feud. It is a first-hand analysis of the conditions out of which grows characteristic American mass defiance of public law and order. It generalizes the study of conditions familiar in the lynching of Negroes and in the recent terrorizing and expulsion of southern sharecroppers, opposed for organizing to remedy their intolerable condition. Mr. Miller finds no remedy in the machinery of local government, county, municipal or state, when paralyzed by inflamed public opinion and mob intimidation. He suggests that the authority of the federal courts alone suffices as a remedy, and tells how clever manipulation of the issues into the jurisdiction of the federal court was alone responsible for the termination of the Black Patch War.

Howard University ALAIN LOCKE
Washington, D. C.

Team Work

PORTRAIT OF A LIBRARY, by Margery Closey Quigley and William Elder Marcus. Appleton-Century. 190 pp. Price $2 postpaid of *The Survey*.

IT is the rare social worker who realizes that the public library probably reaches more human beings in a community than any other social agency. How an active small library operates, the long-range view it may take of its work, and the business-like, yet human, administration which it may demand of itself, is vividly depicted in this study of the public library in Montclair, N. J., made by the librarian and the president of the board of trustees.

One of the most valued relationships which this library has is with the Council of Social Agencies. "No other single connection," comment the authors, "not excepting the relationship with the public schools, enriches the work of the library as much as does [its] membership in the Council."

On the one side the library is recognized by the Council as furnishing certain wholesome leisure time services and an informal type of adult education which social agencies value, and is definitely regarded as the central source of book supply and available statistical information for member agencies.

On the library's side, membership in the Council brings first-hand knowledge of social work in the community, knowledge of local problems acquired through participation in studies and discussion, new audiences for the library's aims, and cooperation in emergency work growing out of the depression.

One section of this "portrait" compares, item by item, the recommendations made by an outside surveyor in 1926 and the way those recommendations have been followed. Measures taken to insure the health of the staff should be of wide interest not only to librarians and library trustees but to other professional employers.

BEATRICE SAWYER ROSSELL
American Library Association

By-Product of Living

MORE ZEST FOR LIFE, by Donald A. Laird, Ph.D. Whittlesey House. 327 pp. Price $2.50 postpaid of *The Survey*.

IN a popular, journalistic, anecdotal style, Mr. Laird offers to victims of tedium vitae ample data to facilitate an escape from it, provided they can establish personal values sufficient to accept the fact that life, alas, consists of repetitions. He offers various programs for the development of the zest that comes from within to advance one cheerfully along the highway of life with the development of the mental poise and emotional wholesomeness that grants happiness as a by-product of living. There is an overstress upon the natural cycles of elation and depression, but this, perhaps, is offset by the fact that the author does not make a fetish of education and recognizes that being one's self has different meanings at different ages. IRA S. WILE, M.D.
New York City

Fact and Philosophy

PROSTITUTION IN THE MODERN WORLD, by Gladys M. Hall, M.A. Emerson Books. 200 pp. Price $2 postpaid of *The Survey*.

TO those already aware of the difficulties inherent in any attempt to reduce the individual and social wreckage caused by sexual promiscuity Miss Hall's book will be welcome as a useful and stimulating study of a field too frequently neglected by the social worker. To those not hitherto interested in the subject of commercial and clandestine prostitution, this timely and readable presentation will prove a liberal education.

For twenty-three years, Prostitution in Europe, by Abraham Flexner has been the sole source book for those desiring information as to the pros and cons of regulation and medical inspection. Although this useful research is to be found on the shelves of most libraries and has been translated into several foreign languages, there is evidence that its scientific findings are unknown to many leaders of community thought and action.

With a background of twelve years experience in social work, and a vivid interest in the subject, Miss Hall has added to research concerning prostitution in her native country, England, study of the subject in other countries, including the United States. No authentic source of information seems to have

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been neglected. In a volume of only 208 pages, the kaleidoscopic character of the subject is adequately presented, covering: the nature of prostitution, its practice and present extent, the relative ages of women and girls engaging in professional and clandestine promiscuity, causes of promiscuity, the male partner, artificial stimulation of the demand for prostitution, international aspects, social results, laws relating to prostitution, present trends in marriage and morals.

Out of all this Miss Hall has developed a constructive philosophy which should be of special value at a time when many thoughtful young people are desiring aid in the understanding of sexual values, and the conduct of life when postponement of marriage is necessary.

The one jarring note in the volume is the prominence given by the publisher, in a foreword, to the recommendations of Judge Anna M. Kross of New York City, with reference to procedure in dealing with prostitutes. No adequate support of these recommendations has, as yet, been given by those best qualified to determine their practicability.

VALERIA H. PARKER, M.D.
New York

"Cynical Withal"

CONCERNING GOVERNMENT BENEFITS, by Jacob Baker. Vanguard. 120 pp. Price $1.50 postpaid of *The Survey*.

THIS little volume from an experienced dispenser of government benefits (Assistant Administrator, FERA, CWA, WPA), contains a deal of wit and wisdom. It bears the marks of hurry, but what else would you have from one who, during its preparation, was handing out sustenance to one sixth of the population of the United States? It is to be said, however, that it is cynical withal. The author thinks mankind is readily satisfied, that a full belly stops daydreaming that may be dangerous to the stability of society. The provider of bread and circuses, in his view, is adequate protection against the radical; at any rate, Mr. Baker suggests techniques to make him adequate.

Maybe the book is better than this. A government, Mr. Baker says, should be a service organization. "Its existence is only justified as long as it satisfies the increasing demand of its citizens." His conclusion is that "grants should be so planned that the great mass of the population, and especially the great masses most in need of them, shall receive benefits." Mr. Baker thinks that "the mass of people who join in revolutions" do so "not to gain something new which may be good, but to regain something old which they have lost." Here is where the social workers come in, for they are "a great help to any existing order, in that they can keep the individual hope personal and subjective and, therefore, avoid the danger of collective formulated dreams. Intelligent social workers, given more time and less money, can case work any militant group into adjusted individualized clients."

BROADUS MITCHELL
Johns Hopkins University
Baltimore

The Way to Discipline

RETURN TO RELIGION, by Henry C. Link, Ph.D. Macmillan. 181 pp. Price $1.75 postpaid of *The Survey*.

WHEN an eminent psychologist, after a life of cheerful agnosticism, "returns to religion" on the cover, at least, of a 181 page book, comment is called for; but by whom?

There is so little about religion in this volume, beyond Dr. Link's reasons for going to church—which seem to me completely poisonous—and the scriptural texts which begin the various chapters, that a jury of experts in several fields should pass judgment. I might suggest Carlton Washburn to discuss the author's theories of education, Dr. Harvey A. Carr to review his psychology, and John Dewey to comment on his notions of liberalism.

For the average reader, it all boils down to this: We think too much, and do too little. We should spank our children, and send them to Sunday school because they will probably hate it, and they need to be made to do things that they hate. Modern education is a failure in so far as it fails to emphasize discipline and the stiff competition which is the law of life. Liberals are fuzzy-minded, covetous egotists. The CCC camps are the only valuable by-products of the depression. We must "subordinate intellectual arrogance to the discipline of the unselfish life," and going to church is an excellent way to do it.

HELEN CODY BAKER
Council of Social Agencies
Chicago

Success Stories

YOUTH'S WORK IN THE NEW WORLD, by Otto T. Nall. Association Press. 216 pp. Price $1.75 postpaid of *The Survey*.

IN the same spirit that has characterized other attempts to help youth make the world a better place to live in, this book is a guidepost for the young people who have become bewildered and are frankly frightened by the tremendous task of making the necessary adjustments to coming of age. It introduces to the reader twenty-seven outstanding personalities in American life who apparently have found their place in the world and who have answered Mr. Nall's questions in order to help youth find its place. Mr. Nall is worried about the fact that some five million of the twenty million young people between sixteen and twenty-five are out of work and out of school, and he believes that it will be helpful to them to meet, by means of these interviews, people who have made good, and to listen to the "reading of the signs of the times." He adds that "not one of the leaders who speak in this book considers his work only as a means of earning a livelihood."

One of the great needs of youth today is guidance toward fields where an opportunity to work may be expected. Each of the leaders interviewed by Mr. Nall tells what can be expected from his field. This no doubt is a contribution to the adjustment of today's young generation. But of greater significance is the implication of the vast need for occupational guidance, and the suggestion to young people, confused about their future, of interviews with the leading men in the professions which they are interested in entering.

THOMAS FAIR NEBLETT
The National Student Federation
New York

Behind Sociology

TYLOR, by R. R. Marett. Wiley. 220 pp. Price $1.75 postpaid of *The Survey*.
PARETO, by Franz Borkenau. Wiley. 219 pp. Price $1.75 postpaid of *The Survey*.

THE publisher has made an excellent, if un-American, beginning for his series on modern sociologists with two worthies strangely yoked together. In both cases he has given us the best exposition available on the respective subjects.

Tylor, "plain man of genius," emerges from the examination of his friend and disciple glorified, belonging to the ages. He was, perhaps, a bit too inclined to accept the liberalism of his age uncritically, and to make his scientific theories serve as justification for it. His psychology is not very profound, but modern English, American, and French anthropology owes him a great debt. Animism we owe him, and culture, and a balanced, careful treatment of a field full of pitfalls for the unwary. If he was extreme in his conviction that the savage was no fool, Pareto's vehement insistence that all men are fools will serve as an invaluable corrective.

The furore for Pareto fostered by his amateur "discoverers" has simmered down, and is now being countered by the hammer and tongs attack of the social science academicians who protest that they knew it all before and that it isn't true anyway. Borkenau is fairer than most, for he explains Pareto before deriding him. He can be recom-

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mended to those who are affrighted by the four tomes of The Mind and Society. However, he rides his hobby of Pareto, the disillusioned liberal, too hard and his bitter criticism leaves us still clinging to the "myth" that Pareto said something with his million words. For does Pareto not inevitably come to mind as you listen to your radio, read your newspaper or as you turn the pages of Marett on Tylor? In spite of his learned ignorance, his garrulity, his disillusionment, Pareto helps us to grope our way through this mysterious universe.

W. Rex Crawford
University of Pennsylvania

A Matter of Understanding

THE PSYCHOLOGY OF DEALING WITH PEOPLE, by Wendell White, Ph.D. Macmillan. 256 pp. Price $2.50 postpaid of *The Survey*.

EXEMPLIFIED by Mr. White's book is the new trend in psychology, which transfers mental hygiene from the peculiar province of the psychiatrist to a level where the layman can find for himself the way out of his problems. This trend represents one of the great advances in recent years in the value of mental hygiene to the individual and to the community. The newer books such as this one are distinctly opposed to Freud's earlier thesis: that the trouble of each individual lay in the unconscious and could be unearthed only by psychiatric technique. Mr. White, on the contrary, develops the conception that, by an understanding of human nature in general, its tendencies, aims and emotional reactions, the individual can find for himself the solution of his own problem. So, very explicitly, he puts a tool in the hand of every reader. In basing his book upon the individual necessity of a sense of personal worth, Mr. White has gone to the foundation of each individual's mental problem. The chapters on Preventing Wrongdoing and Preventing Peculiar Behavior are especially valuable in giving the reader an insight into his own mental mechanisms and those of other people. The chapter on Day Dreaming shows clearly both the good and the bad results that follow this habit and enables the reader to see his own type of daydreaming. The point that even children should find their satisfactions from actual life situations, instead of from day dreams, shows the penetration of mental hygiene concepts into everyday life and the possible practical changes that may come in ordinary living from such a reconstruction of habits and ideals. This new interpretation of mental health, by throwing light on our relationships with people and giving us a sounder understanding of motivation, eventually will alter both work and play patterns.

Mr. White's book is especially valuable in its illustrations, its definite quotations and the clearness and simplicity of its text.

Gulielma F. Alsop, M.D.
Barnard College

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The Social Inventory

HANDBOOK ON SOCIAL WORK ENGINEERING: An Outline, by Arthur Alden Guild and June Purcell Guild. Foreword by Allen T. Burns. Whittet and Shepperson. Distributed by Council of Social Agencies, Richmond, Va. Price $1.50 postpaid of *The Survey*.

TO the literature of their chosen profession Mr. and Mrs. Guild have added this book, extraordinarily valuable for everyone who wants to know more about his community's social problems and ways of meeting them.

The handbook focuses on the idea of a social inventory, discussing among other subjects: general information that should be secured as a basis for social planning; information that should be gathered on specific social work problems; the organization of a sponsoring social inventory committee; making the social inventory and tabulating by school districts; analyzing and interpreting a social inventory for social action; organizing a program to attack the problems of a community; suggestions on social planning and money raising.

Emphasis is put on the idea that "a stock taking should be a regular, frequent and current activity in social work, with records published at least

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Washington, D. C. ELWOOD STREET

How We Grew

CITY PLANNING-HOUSING, by Werner Hegemann.* Architectural Book Publishing Co., Inc. 257 pp. Price $3.75 postpaid of *The Survey*.

IN the century old effort towards the improvement of our methods of city building and the improvement of housing conditions there has never appeared a more far-reaching critical analysis than this of the legislative, economic and political implications fundamental to the creation of what might be called the necessary *staatspolick* underlying planning and building of communities.

With characteristic critical insight and sense of the historic fact values, Mr. Hegemann carries interpretation back to the earliest days in this country and, bolstered by convincing selection of documentary evidence, gives a new picture of the development of our cities. With striking skill he reveals the ideas and ideals which prompted Washington and Jefferson to recognize the need for limiting the free exploitation of land and to suggest such methods of control as height of building limitation, public ownership of building sites, and the

** Mr. Hegemann died suddenly on April 19, shortly after the publication of this book.*

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power to condemn and fix land values for public use independent of any considerations of the speculative devices which our present day constitutional lawyers have succeeded in bringing into the situation.

If this book has accomplished nothing beyond establishing the essential factors which made George Washington and Thomas Jefferson community builders of the highest order it would already have achieved a task that has long needed doing. It is a strange paradox that this task had to await the service of a German scholar in exile. But the book does not end with this contribution to the historic basis of planning and housing. It carries the investigation clear to our present struggle to develop and make permanent a national program of housing—city, regional and national planning. It is woven into a fine and compact texture upon which the pattern of the legal, social and economic struggle for better homes and better communities is traced. The planner or housing worker who overlooks this book will lose an opportunity to revise many of his methods of attack upon the entrenched enemies of better living conditions for the millions of our urban dwellers.

New York CAROL ARONOVICI

Judicial Differences

LAWLESS JUDGES, by Louis P. Goldberg and Eleanore Levenson. Rand School Press. 303 pp. Price $2.50 postpaid of *The Survey*.

THE purpose of this book is evidently to show that many of the judges in this country are "lawless," or in other words, do not obey the law. The authors compare judicial opinions in different cases to show that they conflict—thus presumably proving that judges are lawless.

They cite, for example, Mr. Justice Holmes' opinion in the Schenck case to prove that the Court does not follow the Constitution in regard to "free speech," because another opinion by another judge in another case does not make the same distinction between freedom of speech in war and peace—quite forgetting that there may have been a different factual situation.

The title has excited comment, but in my opinion the book does not deserve the attention it has received. Indeed this attack on the judges seems not only unconvincing—but confused, perhaps even childish.

When the authors try to say that the judges have not properly interpreted the law, do they mean that Congress has not clearly defined what the law forbids or permits? Or do they mean that economic bias is inevitable under the present system? In either circumstance, why blame the judges?

The authors' plan is to deprive the judges of the power to declare laws unconstitutional—seeming to feel that this would bring practice closer to the principles of democracy. Their argument is not convincing.

New York SUSAN BRANDEIS

Run of the Shelves

FEELING BETTER? By Cornelia R. Trowbridge. Dodd, Mead. 250 pp. Price $2 postpaid of *The Survey*.

BOTH the text and the entertaining drawings by Kurt Weise are so attractive that one almost wants to be a convalescent in order to try out the prescriptions for fun and occupation it offers to the bedridden. It is not only interesting but practical.

THE RAPE OF AFRICA, by Lamar Middleton. Smith and Haas. 331 pp. Price $3 postpaid of *The Survey*.

A RACY story of how commercial imperialism land-grabbed nine tenths of the African continent and played with its 140 million natives as pawns in the international colonial game in the last sixty years. Told too flippantly for full historic exactness, but with just enough journalistic sauce to make the layman realize the basic tragedy and indictment of Africa's case against European imperialism, down to the last iniquity of Italy and Ethiopia.

FREEDOM IN THE MODERN WORLD, by Jacques Maritain. Scribner. 223 pp. Price $2 postpaid of *The Survey*.

THIS volume seeks to outline a solid Roman Catholic philosophy of freedom, interpreting it as a good orthodox Catholicism always must—from the point of view of ultimate total obedience to Mother Church. One is free to be obedient; political freedom must be worked out from that base.

DIRECTORY OF SOCIAL ORGANIZATIONS

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NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Katharine Tucker, R. N., Gen. Dir. Advisory service, statistics, monthly magazine.

NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Edith Abbott, President, Chicago; Howard R. Knight, Secretary, 82 N. High St., Columbus, O. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-fourth annual convention of the Conference will be held in Indianapolis, Ind., May 23-29, 1937. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

?
Is your organization listed in the Survey's Directory of Social Agencies ? If not— why not?

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Readers Write

What Is a Crippled Child?

To the Editor: The article by Mary Ross, Every Man's Chance [see *Survey Graphic,* April 1936, page 223] vividly depicts the part that chronic diseases play in causing suffering and need in middle life. The effects of chronic disease in childhood are less well known and are far more extensive than is generally believed. The child handicapped by an internal condition that does not attract notice receives little or no attention unless he becomes acutely ill, and then only until the acute episode is past.

At a recent meeting of the Committee on Chronic Illness of the Welfare Council of New York City, it was agreed to endeavor to obtain the support of the social and health agencies of the city in urging a more inclusive use of the word "crippled" on the part of city, state, and federal officials concerned with public services for crippled children.

Appropriations for handicapped children by the State of New York, under the Domestic Relations Court Act, so far have been only for children with orthopedic conditions, although the Act gives an extremely wide latitude in its interpretation of the phrase "physically handicapped child," as "a person under twenty-one years of age who by reason of a physical defect or infirmity, whether congenital or acquired by accident, injury or disease, is or may be expected to be totally or partly incapacitated for education or for remunerative occupation, but shall not include the deaf and blind." It is to be noted that the federal government in appropriating funds for crippled children under the Social Security Act employs no qualifying adjective to explain what is meant by a crippled child.

In preparation for the Committee's program of drawing attention to the needs of these forgotten children with invisible handicaps, who are as truly crippled in the exact dictionary meaning of the word as the orthopedic cripples, I sent letters to the health officers of twenty states, in an effort to discover their legal or official definitions of the terms "crippled" and "physically handicapped." From the replies, it is found that Colorado, Georgia, and Louisiana have no legal definition of the term or stated policy as to its interpretation. Ohio, Kentucky, Virginia, and Vermont have no legal definition, but the policy in these states is to define the term with reference to orthopedic and neuromuscular conditions exclusively. Wisconsin has a legal definition restricted to children eligible for admission to the Wisconsin Orthopedic Hospital for Children.

In allowing for a wider interpretation of the word, Iowa, California, Illinois, and Maine evince an aroused awareness of serious needs too often inadequately met, through failure to recognize that they exist. Iowa proposes to adopt, in connection with the Social Security Act, a very broad definition of the word "crippled" to include, in addition to orthopedic cases, juvenile types of diabetes, cardiacs, and conditions that lead to crippling.

California defines the "crippled child" as "one who by reason of congenital or acquired defects, or deformities, disease or injury is deficient in the use of his body or limbs." In Illinois it is specifically stated that among physically handicapped children shall be numbered those suffering from visual defects, as well as the blind; the deaf and hard of hearing; the cardiac; the tuberculous; and those suffering from venereal disease. In Maine, the Bureau of Health, determining the number of crippled children in need of care, includes cardiac and other than orthopedic conditions.

A policy that gives relief to children with comparatively minor orthopedic conditions and withholds it from children with other types of physical handicaps that are likely to result in serious disability should be subjected to very careful scrutiny. Mary C. Jarrett

Secretary, Committee on Chronic Illness
Welfare Council of New York City

"On Every Town's Doorstep"

To the Editor: At his press conference on May 8 President Roosevelt commented on some of the phases of the current transient problems, speaking particularly of state border patrols. According to the Associated Press, "He said a lot of people, regardless of politics, were giving thorough study to this question, which he described as an entirely new one for this country."

The June *Survey Graphic,* particularly the article, On Every Town's Doorstep, by Ruth A. Lerrigo, is another evidence of the ever-widening and increasing interest in the many phases of the transient problem. We hope that this may be a part of the material available to the President as he studies this problem further and we also hope that it will serve to interest the wide range of *Survey Graphic* readers in the problem. Miss Lerrigo has humanized the transient problem; given it a setting in our social and economic picture; and has pointed out interest and action throughout the country. This major contribution to current discussion on the transient problem is of inestimable value. MacEnnis Moore

Committee on Care of Transient
and Homeless, New York

Citizens Protest

To the Editor: The day after the State Senate Judiciary Committee secretly voted not to report out the Child Labor Amendment, many eminent citizens of New York joined in issuing a statement of protest. Inasmuch as the morning papers followed their usual custom of virtually ignoring pro-Amendment news, *The Survey* may wish to let its readers know the response evoked by the high-handed action of the Senate Committee.

Gertrude Folks Zimand

Associate General Secretary
National Child Labor Committee
New York

Among the protests were:

Charles C. Burlingham, *chairman, Non-Partisan Committee for Ratification of the Federal Child Labor Amendment*—Strong public sentiment for the Child Labor Amendment was revealed at the public hearing held in Albany. The refusal of the Senate Judiciary Committee to permit the Senate body to vote upon a measure in which such great public interest has been shown, is an infringement upon representative government. For the secrecy of the vote there is but one term to apply—cowardice.

Rev. Harry Emerson Fosdick, *Riverside Church*—I am profoundly disappointed at the action on the Child Labor Amendment. That the campaign of misrepresentation carried on by special interest should have been successful seems to me to be a major tragedy. Nevertheless the story is not over for it is not conceivable that this state will permanently count itself on the side of the exploiters of children.

Frank P. Walsh, *chairman, Catholic Citizens' Committee for Ratification of the Federal Child Labor Amendment*—I was shocked and disappointed at the action of the senate committee. This should only cause renewal of pledges for a ceaseless battle until the child labor infamy is ended. You may pledge me for continued effort until this accomplishment becomes a reality.

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